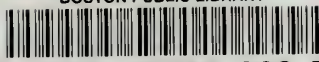


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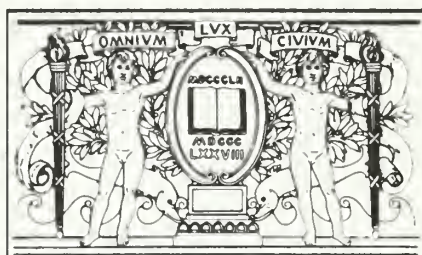
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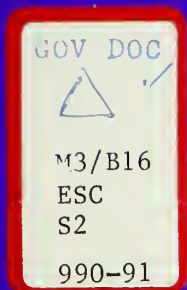




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COMMITMENT & COMPASSION



BOSTON'S COMPREHENSIVE POLICY FOR THE HOMELESS WINTER 1990-91

*The people of the City of Boston
have made a commitment that
this winter, no one will be denied
a warm bed, a hot meal,
quality health care, and
transportation to shelters.*

EMERGENCY SHELTER COMMISSION

Raymond L. Flynn, Mayor
Rev. Bernard McLaughlin, Chair
Ann Maguire, Executive Director

COMMITMENT AND COMPASSION

Boston's Comprehensive Policy for the Homeless

Winter Report November 1990



CITY OF BOSTON
RAYMOND L. FLYNN
Mayor

EMERGENCY SHELTER COMMISSION

Rev. Bernard McLaughlin, *Chairman*
Richard Ring, *Commissioner*
Michael McGuire, *Commissioner*
Barbara Blakeney, *Commissioner*
David Trietsch, *Commissioner*
Ann Maguire, *Executive Director*

Commitment and Compassion
Letter from Mayor Raymond L. Flynn



Dear Friends:

I am proud to present you with a status report describing the City's efforts to address the needs of the homeless population — including the Winter Plan for 1990-91. Again this winter, the people of Boston have made the commitment that no homeless person will be denied a warm bed, a hot meal, access to quality health care and transportation to shelter.

The homeless are a diverse group. The face of homelessness is the face of a child, of a person with mental illness, of a senior citizen, of a person addicted to drugs, of a person with AIDS, and of a wage earner whose wages are inadequate to pay for both rent and food. The diversity of their needs requires us to craft a variety of solutions.

Shelter providers are very alarmed at the growing numbers of homeless, especially the increase in the number of mentally ill people who are in the shelters and on the streets because of the lack of more appropriate settings. The holiday season brings homelessness into sharp focus, but its pain and deprivation last throughout the year. Addressing both the symptoms and the underlying causes of this national tragedy falls to all of us.

Our goal is not better shelters and soup kitchens. It's to eliminate the need for shelters and soup kitchens.

The numbers of people with severe mental illness, frequently complicated by addictions, are overwhelming our shelters. In the shelter, they may pose a danger to themselves and others. But left on the streets, they will surely die in the winter night. Their needs are desperate and compelling.

Cities alone do not have the resources to completely meet the housing, mental health, health care and other needs of poor and homeless people. But because of the commitment and concern of Boston's residents, we have stretched our limited resources and addressed the basic needs of our most vulnerable citizens. The state government is dumping its fiscal mess on the backs of the most needy. Programs that provided group homes for the mentally ill, rent subsidies for the poor, and housing search services for families have been severely cut.

The solution is not complicated. A segment of the mentally ill population needs humane professional care in a highly structured and secure environment. Others require a residence with trained staff in a medically supervised community setting. Some simply need an affordable apartment or rooming house with access to mental health services.

These mental health concerns demand an immediate response. If the homeless mentally ill are not taken off the streets and given the help to which they are legally entitled, our fragile system of providing help to all in need will disintegrate.

If we are going to really solve the problem, the federal government needs to return as a full partner with state, city and community organizations to assure every American a safe, decent, and affordable place to live. Without this partnership, we will continue to see homeless men, women and children living in shelters and eating in soup kitchens.

As Chair of the United States Conference of Mayors Task Force on Hunger and Homelessness, I have worked closely with advocates and providers from across the country to change national policies, not only to meet the needs of the homeless, but — more importantly — to prevent



City of Boston
Emergency Shelter Commission

Boston City Hall/Room 603
Boston, Massachusetts 02201

January 7, 1991

Dear Department Head:

I am proud to offer you the enclosed copy of "Commitment and Compassion: Boston's Comprehensive Policy for the Homeless, Winter 1990-1991". Mayor Flynn has made the pledge that no one in the City of Boston will be denied a warm bed, a hot meal, quality health care and transportation to shelter. We are keeping that pledge by extending our resources and working cooperatively with a variety of concerned groups including service providers, advocates, and state and federal officials.

Though we have made significant progress in our provision of emergency services, we must address the root causes of homelessness in our city as well as our nation. We will continue to advocate for permanent solutions to homelessness and that safe, decent affordable housing is a right for all, not just a privilege for a few.

I look forward to working with you in the coming year and I am confident that by working together we will improve the quality of life for those most in need.

Sincerely,

Ann M. Maguire
Executive Director

people from becoming homeless in the first place. In October of this year, after a decade of steady cuts in housing assistance, Congress passed a comprehensive housing bill that actually increased federal housing funds. This legislation, modeled after our efforts in Boston, includes funds to protect the inventory of existing subsidized housing, to help first-time homebuyers, and to modernize public housing. I am particularly pleased that the bill incorporates the Community Housing Partnership Act — a program to provide federal funds to community-based non-profit housing developers.

But we cannot rest with this victory. It is a good first step. But it is hardly a solution. The bill provides a solid foundation for redirecting federal housing funds — but the level of resources authorized by the new legislation is a drop in the bucket compared to the level of need.

This year, the state's fiscal crisis adds an extra dimension to the crisis of homelessness. For over a decade, the federal government steadily slashed housing and social service programs that provided a "safety net" for the poor and vulnerable in our cities. Massachusetts has been one of the few states that, during the 1980s sought to fill some of that gap with its own housing and human service programs. Although the state lacked the resources to meet many of the obvious needs, its efforts did serve to cushion some of the suffering created by the federal government's withdrawal.

Strong leadership by the new Governor and his administration, as well as by the incoming state legislature — working with advocates, providers and city officials — must resolve this issue and find the resources needed to stem this tide of misery. But many concerned citizens are growing impatient. Shelter providers have been discussing the possibility of taking legal action to force the Commonwealth to fulfill its responsibility toward the homeless mentally ill.

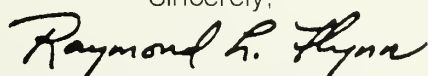
Additionally, we need to reorder our nation's priorities. We cannot continue to pour billions of dollars into bailing out the savings and loan industry, and providing indiscriminate tax breaks for the very rich, while proven cost-effective programs that improve the lives of poor and working class Americans go begging.

During the past year we lost one of our strongest allies in the struggle for social justice — Mitch Snyder. I worked closely with Mitch over the years on a number of fronts. He visited Boston often and I joined him at rallies, meetings as well as at Congressional hearings in Washington.

Mitch's talent was to help galvanize these fledgling grassroots efforts into a national political force — and to stir the consciences of millions of Americans to participate in the politics of homelessness. Let Mitch's legacy be our renewed dedication to reordering our nation's priorities, solving the problems of economic and social injustice, and waging peace.

There is more work to do — in Boston and else where — to progress toward these goals. Please join with me and the other people of Boston in this commitment.

Sincerely,

A handwritten signature in black ink that reads "Raymond L. Flynn". The signature is fluid and cursive, with the first letters of the first and last names being capitalized and prominent.

Raymond L. Flynn
Mayor of Boston

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IN MEMORIAM

"The next time you see someone out on the street, don't pass them by. Say hello, ask how they're doing, get them something to eat. Just tell them that you care. Tell them that they are human beings. And I think that's what I would ask of anyone."

*Mitch Snyder
1943-1990*



Mayor Flynn and the late Mitch Snyder, well known advocate for homeless people, together at the Housing NOW march in Washington, D.C., October 1989.

Mitch Snyder, nationally recognized advocate for homeless people, Director of the Community for Creative Non-Violence Shelter and major force behind the Housing NOW march as well as the enactment of the federal Stewart B. McKinney Homeless Assistance Act. He believed housing should be a right, not a privilege. He was an activist in the strongest sense, engaging in fasts and protests, to shake the conscience of the American public to an awareness of the plight of our most vulnerable citizens.

II EXECUTIVE SUMMARY

- Once again this winter, the people of the City of Boston have made a commitment that no homeless person will be denied a warm bed, a hot meal, quality health care, and transportation to shelter.
- This commitment increases in difficulty each year because of the absence of appropriate services for the mentally ill, devastating state and federal housing cutbacks, and an increase in the number of families and working people living in poverty.
- The patchwork of the state's mental health services in Boston is being ripped apart due to severe budgetary reductions in the state's Department of Mental Health. The Boston region of DMH has sustained over \$14 million in cuts.
- Over half of the shelter beds in Boston are occupied by persons with chronic mental illness and this number is increasing. With 10 percent of the state's population and 66 percent of the state's shelter beds, Boston's shelters are home to approximately 1,500 mentally ill people every night.
- Close to half of the people who receive shelter services in Boston come from outside of the city — from other parts of Massachusetts or out of the state. Many are from programs that the Department of Mental Health operated but are now closed.
- The number of shelter beds has increased from 972 to 3422 between 1983 and this winter. This represents an increase of 252 percent since Mayor Flynn took office.
- Since January 1984, over \$38 million in city resources have leveraged over \$45 million in additional funding for programs and projects that serve homeless people in Boston. This amounts to \$83 million spent on providing shelter, food and permanent housing for our most vulnerable citizens.
- Since 1985, Boston's Health Care for the Homeless Program at Boston City Hospital has provided comprehensive health care to Boston's homeless population. Over 20,000 homeless patients at close to 60 sites throughout our city have been treated by the program's team of dedicated physicians, nurses and social workers.
- As Chairman of the U.S. Conference of Mayors Task Force on Hunger and Homelessness, Mayor Flynn has worked hard with other mayors, homeless advocates and Congressional leaders to document the growing number of hungry and homeless people in America. Mayor Flynn has continued to advocate for the appropriation of funds under the federal Stewart B. McKinney Homeless Assistance Act. Boston has already received close to \$19.7 million in McKinney funds, which have been used by 114 non-profit agencies for a variety of housing, food, and health care programs.
- Despite the dramatic decrease in federal and state housing programs, the Flynn Administration has mobilized every resource at its disposal both to preserve and produce affordable housing. Strong safeguards are in place for renters. The city has had 15,978 housing starts since January 1984. This is comparable to building any one of a number of towns in the Commonwealth.
- The City of Boston will work with private non-profit and for-profit owners and developers to create or redevelop 1,000 lodging house rooms by 1993. The Room for More Campaign is a key element of the Flynn Administration's approach to go beyond shelter needs and to help homeless persons become more independent and self sufficient. The cornerstone of this approach involves developing such programs as transitional and single room occupancy (SRO) housing, job training and health care.

III INTRODUCTION

Throughout the Flynn administration, the City of Boston has worked tirelessly to stem the growing tide of homelessness. Boston has devoted significant financial resources to address the needs of the homeless, and has worked closely with the Commonwealth, the religious and business communities, non-profit organizations, trade unions, and other institutions which deal with the pressing problem of homelessness.

Currently the City is faced with fiscal cuts at the hands of a state government in financial crisis. The Commonwealth's economic downturn has a direct negative effect on local aid dollars and state supported grants for cities and towns across Massachusetts. These cuts have a serious impact on the services provided at the local level. Social service programs which help the homeless and other people in need are jeopardized by this serious financial situation. Working with concerned citizens, we are trying to fill the void left by budget cuts as best we can.

For four consecutive years we have said that no homeless person will be denied a bed, a hot meal, health care, or transportation to shelters. Regardless of financial difficulties, once again this winter the City of Boston is renewing that commitment.

In light of the Commonwealth's fiscal crisis and its effects on local programs, in order to meet the City's commitment to the homeless we must rely heavily on the generous support of the business and religious communities, as well as volunteers who selflessly donate their time and resources in homeless shelters and food pantries across Boston.

In the City of Boston, we are working together in a concerted effort to meet the immediate need for shelter, food, and health care for the homeless. Much of our energy is spent on programs and policies which move homeless people into the mainstream. These include the development of transitional housing, permanent affordable housing, job training and counseling, and health care.

Although we have come a long way in the past six years, we must continue to commit ourselves to helping homeless people. Our primary goal is not to provide better soup kitchens and shelters. Our ultimate goal is to help the homeless become self-reliant individuals making their homes in permanent affordable housing units.

While we have worked together with the private sector, non-profit groups, and volunteers, we need a true commitment from the federal government to find a home and hope for our homeless. The federal government must step in by committing a substantial amount of resources for housing, social service, and anti-poverty programs dedicated to homeless individuals and families.

Until that time, we will stretch our limited resources to address the immediate needs of the people who are forced to seek shelter from long, cold winter nights in Boston.



Barbara Blakeney, 1990 recipient of the American Nurses Association Public Health Award, the Pearl McIver Award and Director of Clinical Services at Long Island Shelter, talks with Richard Ring, Director of the Pine Street Inn.

IV WINTER PLAN 1990-91

This is the fourth winter in which the people of the City of Boston have made the commitment that no homeless person will be denied access to a warm bed, a hot meal, quality health care and transportation to shelter.

Overflow Shelters

In order to insure that every person who seeks shelter this winter will receive it, the Flynn Administration has coordinated planning and programming efforts with the state government and the Greater Boston Adult Shelter Alliance. Last year, 450 overflow beds were added to assure that every person who needed shelter from the cold winter temperatures would receive it. Two hundred beds at the Newton Armory (operated by Positive Lifestyles) and another one hundred beds at 17 Court Street (operated by Long Island Shelter) have continued to operate on a year round basis due to the extreme need for these services. This winter, another 150 beds have been reinstated for the purpose of overflow shelter located throughout the Greater Boston area at smaller sites.

Guaranteed Transportation to Shelter

During the past three winters, the Long Island Shelter has operated a homeless services van to transport people to shelters and to reach out to others on the street in the evening hours. Also, the Pine Street Inn operates an outreach/rescue van which travels throughout the city from 9 p.m. to 5 a.m. seven nights a week. Both vans have been crucial in assuring that people have access to shelter, medical care, as well as blankets and hot drinks for those individuals who do not desire transportation to shelter.

The new MBTA/Positive Lifestyles Outreach Program provides transportation to homeless persons seeking shelter or detox services. Though this is not the primary purpose of their program, they have made a significant contribution towards meeting the city's commitment to assuring transportation to shelter for homeless people. Additionally, the Boston Police Department provides a vital service by providing 24-hour transportation throughout the City of Boston, bringing homeless people to shelter.

Quality Health Care

Boston's Health Care for the Homeless Program has been providing comprehensive medical care to Boston's Homeless population since 1985. Health care teams, consisting of physicians, nurse practitioners, and social workers, travel to close to 60 sites to provide health care to homeless people. Health Care for the Homeless provides a dental program, optometry services (including eyeglasses) and a special HIV clinic for Spanish speaking people with

AIDS. They also offer an innovative respite program at the Shattuck Shelter. The respite unit provides recovery care for homeless individuals who are too ill to be walking the streets each day but who do not require acute inpatient or chronic hospital care. This 25-bed unit provides comprehensive nursing, psychiatric and social services for care for homeless patients who are unable or reluctant to follow routine treatment plans. The average length of stay in respite is 20 days.

Dedicated Volunteers Make the Difference

One of the most important contributions to the successful delivery of homeless services are those made by volunteers. Emergency shelter and feeding programs rely heavily on volunteer labor and donations. In fact, it would be safe to say that many programs would not be able to operate without the efforts of committed and dedicated volunteers. In Boston, the efforts of volunteers and other in-kind contributions have been valued at \$50 million per year. Clearly without the generosity of many Bostonians, the level of services being provided would be dramatically lower.



Sabrina Maddrey, a City Year Corps Member, helps out at the Long Island Shelter.

V HOMELESSNESS IN BOSTON TODAY

Under the Flynn Administration, the City of Boston has made the needs of homeless people a top priority. During the past decade, the number of homeless people in the city has grown. Though Boston has always had a homeless population, the composition of the group has changed. There has been a sharp increase in the number of homeless children and shelters are providing services to larger numbers of working people who cannot afford the high cost of housing in the city. The numbers of mentally ill people, Vietnam Veterans, elders, and people with AIDS who are homeless have dramatically increased.

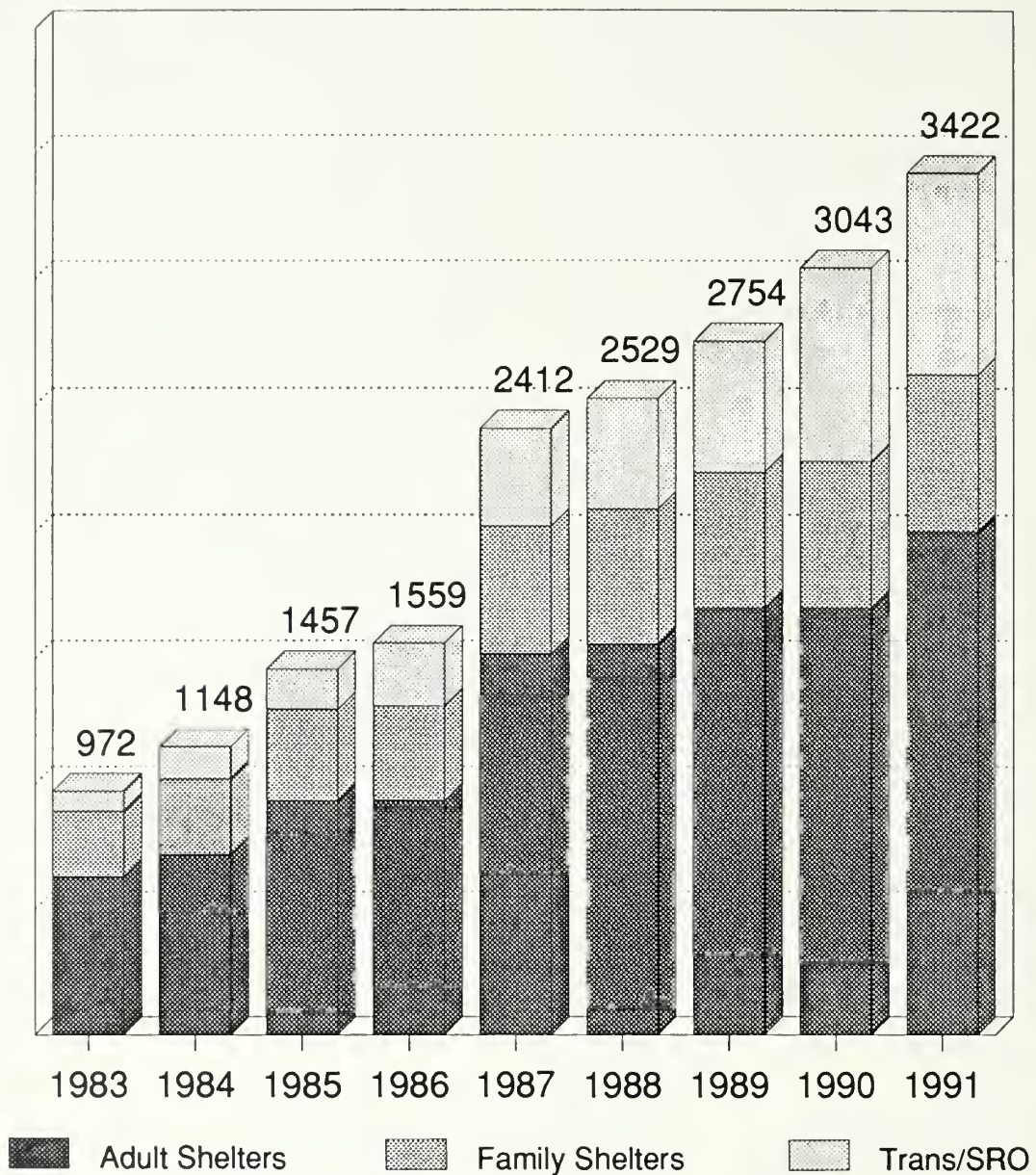
The exact number of homeless people in Boston is not known. Obtaining an accurate count, much less getting a profile of their characteristics, backgrounds and needs, is obviously no simple task. Since homeless people lack a permanent address, they are difficult to find. An overwhelming number of homeless people, are neither on the streets nor in shelters, but are living in overcrowded housing. They are "invisible" to those who seek to provide services to them. Many homeless people, even those living on the street, are difficult to identify because they look the same as other people. It is difficult to obtain an accurate profile of such characteristics as age, medical history, last permanent address or the immediate cause of homelessness because many people are mistrustful or fearful of strangers asking them personal questions.

On December 18, 1989, the Emergency Shelter Commission sponsored its street count of homeless people in Boston. Working closely with Boston's shelter providers, homeless advocates, the Boston Police Department and 120 dedicated volunteers, a one-night census was conducted (see Appendix III). It sought to identify every homeless person in shelters, hotels, and on the street, including subway stations, alleyways, Logan Airport terminals and semi-public places. It did not attempt to locate persons who found shelter, however inadequate, in overcrowded or abandoned apartments — the hidden homeless. This census accounted for 3,830 individuals. Adult men were reported to be the largest portion of this group at 60 percent of those counted. Adult women accounted for 26 percent and children comprised 14 percent. All of the children were living in shelters or hotels; none were found during the street count. Of the 3,830 individuals counted, only 157 were found on the streets. This is a dramatic turnaround from the earlier census counts that found most homeless people living on the streets and not having a shelter to go to.



Members of the Greater Boston Adult Shelter Alliance: Jim Viola, Positive Lifestyles; Mark Baker, Paul Sullivan Housing Trust; Debby Chausse and Richard Weintraub, Long Island Shelter; Richard Ring, Pine Street Inn.

SHELTER BEDS IN BOSTON



Increase in Shelter Beds

In the past eight years the number of shelter beds has increased from 972 in 1983 to 3,422 in 1991, representing a 252 percent increase in Boston. These shelter beds include adult shelters, family shelters and transitional housing programs. Three large shelters — the Woods Mullen Memorial Shelter at Boston City Hospital, the Newton Armory operated by Positive Lifestyles and the New England Shelter for Homeless Veterans operated by the Long Island Shelter — account for the largest portion of the increase. These

shelters served as temporary overflow facilities last winter and are now year-round programs. Family shelters have increased by only 16 beds. The growth in these facilities has slowed due to the severe cut-backs in the state budget, however, the need for shelter services for homeless families remains desperate. The increase in the available stock of transitional/SRO housing is indicative of the trend towards more permanent solutions to the problems of homelessness.

The Current State Budget Crisis and Its Impact on the Homeless Population Including Homeless Mentally Ill Persons

The homeless and near-homeless are the most vulnerable people in Boston. The homeless, including many children, have no permanent roof over their heads and are thus vulnerable to the physical and emotional abuse that comes from living on the street or moving from one temporary accommodation to another. It is difficult for homeless adults to get back on their feet, learn job skills, or recover from domestic abuse, without a stable living environment. It is equally troublesome for homeless children to develop self esteem and pride, or to have a normal education. The near-homeless — again, including many young families with children — are only one rent away from being out on the streets. Many of them pay more than half of their meager income for rent, often doubled or tripled up in overcrowded apartments. This makes it difficult, if not impossible, to live a normal life — to have room to study, for families to avoid the psychological damage that comes from living “on the edge”.

These vulnerable people depend on government to help them help themselves. Whether they are a young family laid off from a job, or a mentally ill adult living on the streets, or a young child about to lose his/her home because a single mother cannot pay the rent, society has entered into a kind of “social contract” to provide a “safety net” for those on the bottom of the economic ladder. Rent subsidies, group homes for the mentally ill, nutrition programs for infants, job training programs, and similar services do more than meet the basic needs of society’s most needy people.

These programs also save taxpayers money by preventing current problems from getting worse and costing even more in the future. For example, providing a rent subsidy to help a low income family live in an apartment is more cost effective than paying for that family to live in a motel or shelter. Providing infants with nutritious food and their young mothers information about nutrition today saves society the more costly problem of brain damage and the resulting educational problems, as well as chronic health problems, later.

During the 1980s, the federal government, by slashing programs aimed at serving society’s most vulnerable people, cut a huge hole in that safety net. These short sighted cutbacks have already taken their toll on American’s poor and mentally ill. We can see that toll on the streets and in the shelters of Boston, and every other American city. And we will see that toll in the future — in the jails, the unemployment rolls, and the other ways that bright futures get side-tracked by poverty and hopelessness.

Despite these federal cutbacks, the people of Boston have worked hard to live up to their social contract with the City’s most vulnerable people. The Flynn Administration, community organizations, social service agencies, foundations, and private business formed a partnership to help catch people who had fallen through the huge holes in the federal safety net. As previous editions **Commitment and Compassion** demonstrated, the City kept its pledge with at least a warm bed, a hot meal, adequate health care and transportation to shelter, each day and night, especially during the cold winter months.

Key to this success was the willingness of the State government to provide resources to carry out this pledge. Thousands of Boston residents were able to keep from sinking into total destitution because these resources made it possible to provide low income families with rent subsidies, to help non-profit organizations create group homes and low rent housing, to assist church groups to build shelters and run soup kitchens, to help social agencies in providing outpatient clinics and, job training programs.

In the past year and a half, the state’s political and fiscal crisis has created chaos and misery among some of Massachusetts’ most vulnerable people. Because of budget problems, the State’s successful housing, social service and job training programs were bludgeoned with a sharp meat ax approach, leaving many poor, homeless and mentally ill people — including many children — to fend for themselves.

“In a time of shrinking resources, we are encouraged by Mayor Flynn’s leadership and support to homeless service providers. While we are all feeling the fiscal reigns being tightened, we must not forget the tragedy that homelessness is in our society. More than ever before, we need to work together to combat this problem.”

—Richard Ring, Director,
Pine Street Inn
Member, Emergency Shelter
Commission

The state's most vulnerable people have now been victimized by a "double whammy". The federal cutbacks in human service and housing programs were devastating enough. Now, the state's cutback have ripped even larger holes in the safety net.

The needy people who depend on these services — and the caring people who provide them — have already suffered severely. They are living and working on that thin thread that remains of the safety net.

These state cutbacks have made it increasingly difficult for the people of Boston to live up to the social contract to provide each resident with the basic necessities. These cuts have placed enormous obstacles in the way of fulfilling that promise.

In the early fall, the state announced a plan to cut over \$310 million from its budget. Some of these cuts were targeted for the basic lifeline programs for homeless people, including:

- All of the day programs (such as St. Francis House) which provide food, health care, job training, clothing, counseling and other basic services;
- The "overflow" shelters (such as the Newton Armory) that provide a warm bed and a hot meal when there is no other refuge from the weather because the other shelters are full;
- Operating expenses for all existing state assisted shelters (including a \$546,000 cut for the Pine Street Inn) which would have forced shelter programs to severely decrease the number of homeless people they could serve.

The announcement of these proposed cuts sent shock waves throughout the cities and towns of Massachusetts, especially among those human service providers on the front lines of the housing and homeless crisis. Mayor Flynn immediately called on the Governor to find other ways to keep these programs running and avoid the drastic cuts that would cause much human suffering. In response, the Governor pledged to file legislation to protect these programs by asking all branches and agencies of state government — that had not previously taken a cut (the Legislative branch, the judiciary and the constitutional offices) — to cut their budgets by 4 percent in order to pay for these homeless programs, as well as preserve funding for battered women's shelters and the Chelsea and Holyoke Soldiers' Homes.

Despite this last minute reprieve, the State's proposed \$310 million cutbacks still call for additional cuts in already ravaged housing and human service

programs. If these cuts are carried out, then Massachusetts will no longer have the right to call itself a civilized society — for no civilized society would tolerate the neglect and abuse for its most needy people that these cuts would entail. These cuts will push even more people, now living on the edge of society, over that limit. And, unfortunately, it will make it almost impossible for Boston to fulfill its promise to meet the human needs of its most vulnerable, needy people.

From Provincetown to Pittsfield, and from Boston to New Bedford, low income and mentally ill people will bear the brunt of these cutbacks. For example:

- Anyone over age 45 years with a limited work history — many of them homemakers — have been cut from the General Relief program. Over 2,000 people in Boston alone will now have no source of income and no way to pay for basic rent and food.
- Center House, the city's largest day program for poor people with mental health problems, is losing one quarter of its funding. This will force it to close down on weekends, shut its vocational training program, and charge its low income clients for food that had been provided for free.

"In a time of shrinking state resources, with little federal relief on the way, the temptation is to accommodate the pain of homelessness by closing our eyes and eliminating programs. If there ever was a time to draw upon our best and creative energies and to move beyond the negative 'blaming the victim' scenario, the time is now! I have to believe that we can marshall the societal will to forge new state and federal partnerships that will address once and for all the root cause of homelessness which is poverty and economic disenfranchisement."

—Sister Margaret A. Leonard,
Little Sisters of the Assumption
Executive Director, Project Hope

- The state Department of Mental Health, which already had a huge waiting list of clients seeking placement in community residences, is now closing at least four existing group homes for the mentally ill. This will exacerbate the problem of mentally ill people living on the streets and in shelters because they have no alternatives.
- While the number of homeless and near-homeless families expands, the state Executive Office of Communities and Development has been forced to dramatically curtail its rent subsidy (Chapter 707) program. This program enabled families to move into permanent and saved the taxpayers money by avoiding placing families in expensive and inhumane hotels and motels.
- Cuts in the Women, Infants and Children (WIC) nutrition program — which provided families with the means to improve their diet and pay for nutritious food — will now force families to choose between paying rent and paying for meals.

Budgets are statements of a society's values and priorities. For the past decade, at the federal level, society has provided welfare for the very rich and the Pentagon, and crumbs for the poor — and asked middle and working class people to pay for both. At the state level, our taxes have become increasingly regressive — placing a bigger burden on the poor and the middle class while reducing tax rates for the wealthy and big business.

It is time, at both the federal and state levels, to change policies to reflect the values of the broad mainstream — values that include compassion, caring and fairness. If we must raise more revenue to meet the basic needs of our city and state's most vulnerable — let us do so — by raising taxes on those who can most afford to pay and those who have seen their taxes decline during the past decade. If we must trim budgets, then let us do so by cutting waste and patronage, not by cutting the programs and people that serve the most needy.

The people of Massachusetts and of Boston are not greedy Scrooges indifferent to the suffering of the vulnerable. Almost all of us know someone — in our families, among our friends and neighborhoods, perhaps even ourselves — who at some time depended on the kindness and caring of government and community programs. Many of us volunteer to help the needy. But volunteerism alone cannot meet all the needs. The role of government is, at least in part, to help the poor lift themselves out of poverty, to help the mentally ill live their lives with as much independence as possible, to guarantee that children born without economic advantage will not be held back by the accident of birth and to make sure that the elderly have access to decent housing, health care, and services that allow them to live in dignity.

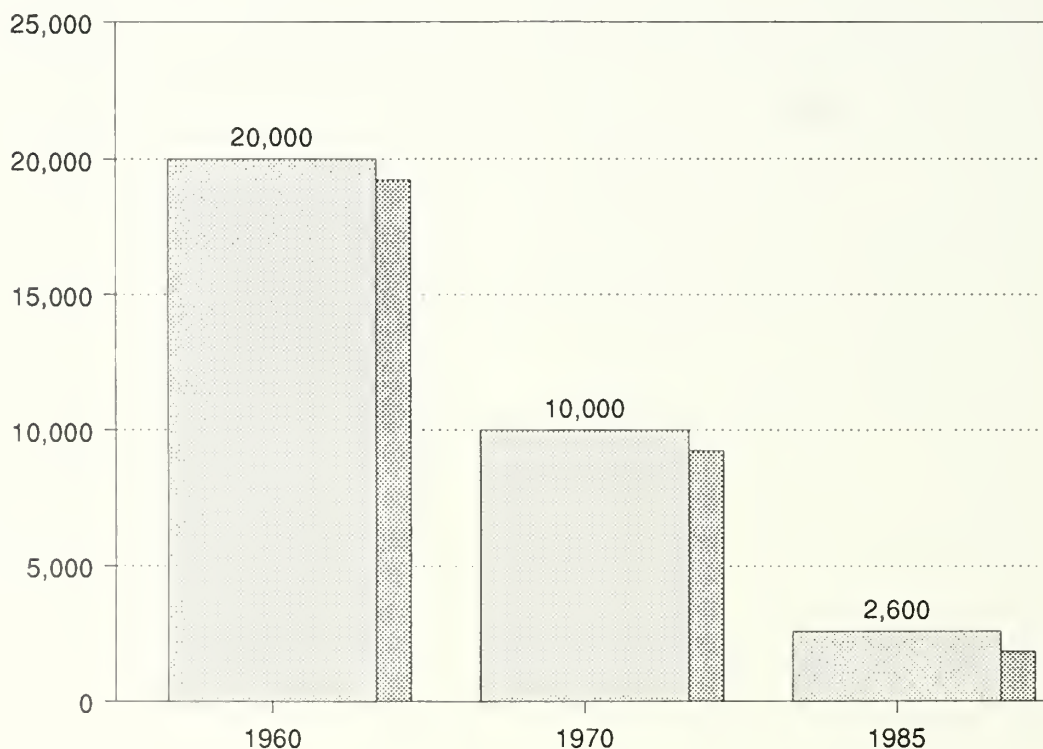
The tragedy of homelessness can be solved. But it will require resources and revenues. We cannot let our neighbors, families and friends down when they need us most.

THE HOMELESS MENTALLY ILL CRISIS IN BOSTON

SUMMARY

- Boston, with 10 percent of the state's population, currently hosts two-thirds of the state's shelter beds. Over half of these beds are occupied by chronically mentally ill persons. This means that shelters and other programs in Boston house over 1,500 people with serious mental illness.
 - Adult shelter providers report that an average of 60 percent of their shelter guests have some form of mental illness.
 - The patchwork of the mental health services in Boston is being ripped apart due to continued severe reductions in the state's Department of Mental Health budget. The Boston region of DMH has sustained over \$14 million in cuts.
 - The few mental health facilities in Boston are extremely overcrowded.
 - There are only 254 in-patient beds in Boston for the population of chronically mentally ill people. (With the current state budget cuts, Boston will probably lose 50 of these beds.)
- During the past few months, shelter providers have seen an increase in the number of shelter guests with mental health problems. They predict that the continued severe cuts to the Department of Mental Health will lead to a significant increase in the coming months.
 - The mentally ill population is not monolithic. They have different needs for housing and support services. Those include:
 - 1) Affordable housing — in low-rent apartments or rooming houses — coupled with access to professional mental health services.
 - 2) Community-based group homes with trained staff. We need more well run group homes where residents can live as independently as possible and pose no threat to neighborhood residents.
 - 3) Institutional care — secure, safe, humane with professional staff. People with mental illness who need this care are a danger to themselves and others. Laws and policies should be changed to enable competent professionals to help mentally ill people get off the streets and get humane treatment.

PEOPLE IN STATE PSYCHIATRIC HOSPITALS



Introduction

The homeless mentally ill people who wander the streets of Boston by day and sleep in our shelters at night are a tragic reminder of the failure of deinstitutionalization. Beginning twenty years ago, as the Commonwealth's state mental hospitals emptied out and closed down, thousands of mentally ill were turned out with virtually no follow-up or aftercare.

The many faces of homelessness are families, working poor, veterans. A segment of the homeless suffer from mental illness and this chapter is about that segment. The mentally ill are us. Most Boston residents know someone — a family member, friend or neighbor who is suffering from mental illness.

Policy makers assumed that the funding which formerly supported institutionally based care would be redirected to out-patient services, emergency services and housing. That assumption was proved wrong and the vision of quality community care remains an empty promise. Community mental health centers have not fulfilled their expectations.

Like most states, Massachusetts never made the initial investment to build a viable community mental health system. As time went on, the Commonwealth fell further and further behind. The situation is so desperate that some shelter providers are taking legal action because they are losing patience.

By any measure — residential beds, clinic access, or basic social supports — community capacity was woefully lacking. Today the balance between supply and demand is even more lopsided as the ranks of the deinstitutionalized are swelled by younger mentally ill who are unable to access either institutions or community based care.

As a social policy, deinstitutionalization was designed with the best of intentions. The policy was enacted in the 1960's following advances in pharmacological treatment that made it possible for people with mental illness to live in community based settings rather than large institutions. It stressed the development of outpatient clinics and small supervised community residence as major supports for people with mental illness.

The numbers tell the story. In 1960, twenty thousand people lived in the Commonwealth's mental institutions; a decade later their numbers had declined to half; and in 1985 only two thousand six hundred people remained.

Where did all these people go? No one really knows. This collective group of patients was never followed by the Department of Mental Health. The Department assumes that some people went to live with their families, others lived a marginal existence in cities across Massachusetts, and a significant number came to Boston to seek help in its homeless shelters and food in its soup kitchens.

“Adult shelter providers across the state are reporting growing numbers of homeless mentally ill people being discharged to their shelters or to the street. This places an unbearable strain on shelters that are already taxed to the limit. Shelters are not and cannot be, in any way, shape or form, programs for the mentally ill.”

*—Mark Baker
Massachusetts Shelter Providers Association*

Ignored throughout the 1970s by the public mental health system, the chronically mentally ill sought sanctuary in Boston's shelters, emergency rooms and police stations. Their desperate need for help generated a rapid and dramatic increase in city-based shelter beds.

The crisis in the city was exacerbated in early 1981, when Boston State Hospital was closed, leaving Metro-Boston with only 254 inpatient beds to provide acute care for a chronically mentally ill population. The inpatient capacity to serve acute patients is inadequate and severely overcrowded; this is best illustrated by the fact that occupancy rates for inpatient facilities routinely run at 120 percent.

The Homeless Mentally Ill Crisis

Each winter, the City of Boston has been able to fulfill the pledge that there will be a warm bed, a hot meal, quality health care and transportation to shelter for every homeless person in Boston. With the generous commitment of Boston's shelter providers, we are able to commit ourselves to this pledge even though we face an increasing number of homeless mentally ill people. The severe cutbacks to the Department of Mental Health's budget have left hundreds of mentally ill people on our streets with no place to go other than to our shelters.

With ten percent of the state's population, Boston currently hosts two-thirds of the shelter beds in the state and over half are occupied by chronically mentally ill persons. In others, every night Boston shelters and other programs house 1,500 people with serious mental illness.

According to the Department of Mental Health, twenty five percent of the need for mental health services exists in Boston but the state's response has been to only allocate eleven percent of the commonwealth's mental health dollars. Also, the need for services is drastically underestimated because the hundreds of homeless mentally ill persons who are sheltered in Boston are not counted.

For the past five years, Boston has overcome many obstacles to fulfill its commitment of a warm bed for everyone. However, the current state budget crisis hits the mental health system in Boston so hard that this challenge now appears almost insurmountable. The numbers are chilling: Already understaffed and underfunded, the Boston region of the Department of Mental Health has sustained over 14 million dollars in funding cuts since July 1989. In human terms, this means that the safety net has gaping holes in it and many more people with mental illness will become homeless. Shelters which are already overburdened will continue to function as de facto mental institutions and homeless mentally ill people will be forced to continue to compete for help in a mental health system that has no room for them. The City of Boston will be working with shelter providers to try and find ways to alleviate this intolerable situation.

"More than half of the 620 homeless people that stay at Long Island Shelter, the Woods Mullen Shelter and the Long Island Shelter at 17 Court Street are overwhelmed with mental health problems that cannot be adequately treated in emergency shelters. It is appalling and tragic to witness this unnecessary pain."

*—Richard Weintraub, Director
Long Island Shelter*

VI CITY RESOURCES FOR THE HOMELESS

Since 1984, over \$88 million has been spent specifically for homeless programs in the City of Boston. City resources alone have totalled over \$38 million.

These appropriations have leveraged an additional \$45 million in state, federal, and private foundation funds. The City's allocations include the following:

CITY RESOURCES FOR THE HOMELESS

Development and Operation of Long Island Shelter	\$11,572,866
Disposition of City-Owned Property	5,937,800
Capital Grants for Development	10,479,952
Low Interest Loans for Development	4,577,675
Operating Grant for Shelters	1,229,475
Health Care for the Homeless	580,000
Housing Counseling Grants to Non-Profit Groups	1,084,000
Emergency Shelter Commission	1,160,198
Commission on Elderly Affairs	1,542,194
GRAND TOTAL	\$38,164,160

Addressing an issue as complex as homelessness requires a multi-faceted approach. Mayor Flynn has directed a variety of city departments and agencies toward addressing the problems of homelessness in the immediacy, and to continue to work towards creating permanent solutions to the problem.

This multi-faceted approach includes: The operation of Boston's Long Island Shelter, Woods Mullen Memorial Shelter, the Intake Program, and the overflow shelter at 17 Court Street; disbursement of operating grants to non-profit groups which serve the daily needs of the homeless; ensuring that quality health care is provided to all homeless people; funding housing counseling programs which prevent homelessness as well as helping those who are homeless to find permanent housing; and, perhaps most importantly, to facilitate the production of transitional and permanent low-cost housing, through disposition of City-owned property, capital grants for development, and low-interest loans for development.

Long Island Shelter

Boston's Long Island Shelter for the Homeless, Woods Mullen Memorial Shelter at Boston City Hospital and the Intake Program continue as major components of the City's efforts to directly serve our most vulnerable citizens.

Woods Mullen Memorial Shelter is located at the rear of Boston City Hospital. Newly renovated with a bed capacity of 160, Woods Mullen also serves as the site of the Intake Program, which is responsible for transporting up to 360 individuals to Long Island Shelter every night. Woods Mullen also serves as the City's overflow shelter, which, when Long Island is filled to capacity, often provides shelter up to, and often above, its own capacity of 160 beds.

Long Island Shelter, located on the grounds of Long Island Hospital, opened in 1983 as a 100-bed emergency shelter. Today, the shelter provides up to 360 beds every night, making it the second largest shelter in Massachusetts. Since January of 1984, the city has utilized over \$11.5 million to renovate and operate this facility. This year, the City's Department of Public Facilities has appropriated approximately \$350,000 to provide additional rehabilitation and safety features for the shelter building. These include the installation of a fire safety sprinkler system in the basement, the renovation of 2 bathrooms to be handicapped accessible and weatherizing the exterior of the facility.

Long Island offers a number of programs to guests to assist them in working towards greater self sufficiency. These programs are described later in this report. The staff of Long Island Shelter is also responsible for administration of the nighttime overflow shelter at 17 Court Street in downtown Boston.

Operating Grants

There are a number of private non-profit groups which serve the daily needs of the homeless. These groups rely primarily on donations and government funding. However, the emergence of tough economic times in our state has threatened the very existence of these programs. Since 1984, the City of Boston has allocated \$1,229,475 in operating grants to these groups. These funds are absolutely vital to the ability of these programs to carry on with their important work.

Health Care for the Homeless

Since July 1985, Boston's Health Care for the Homeless has provided comprehensive health care services to homeless persons throughout Boston. The City of Boston, through the Department of Health and Hospitals, has contributed in-kind donations of office space and equipment to Health Care for the Homeless, totaling \$580,000.

Housing Counseling

A number of neighborhood-based, non-profit programs provide housing counseling services to homeless persons and others who may be at risk of losing their housing. The City has allocated \$1,084,000 since 1984 to enable these groups to continue to work with shelters, community development corporations, anti-poverty agencies and the Boston Housing Authority to help low-income people locate housing. This year, with rising unemployment, the work of these counseling services is especially important to help households at-risk, and to continue to place homeless individuals and families in permanent housing.



City Year Corps Member Tyronne Suell and Team Coordinator Mia Khazei, painting at the Long Island Shelter.

Disposition of City-Owned Property

The real estate boom of the 1980s made it increasingly difficult for non-profit groups to acquire property for their programs. In order to facilitate the development of emergency shelters, transitional housing and lodging houses, the Flynn Administration has sold City-owned parcels to non-profit groups. The total estimated market value of these parcels, sold for as little as one dollar each, is \$5,937,800. This program has resulted in the transformation of empty properties into much needed affordable housing, by groups such as the Friends of Boston's Long Island Shelter and the Paul Sullivan Housing Trust. By foregoing \$5.9 million in potential sales revenues, Boston has provided these groups with development opportunities that would otherwise be out of reach.

Capital Grants for Development

The City has directed capital grants to a number of non-profit organizations to develop shelters and other facilities to serve the homeless. These funds, totalling \$10.5 million, have been used for construction and rehabilitation of properties for use as emergency shelters, transitional housing and lodging houses. This year, an allocation of \$300,000 in Housing Innovations Funds (HIF) has resulted in the beginning of rehabilitation of lodging house space by the Boston City-wide Land Trust.

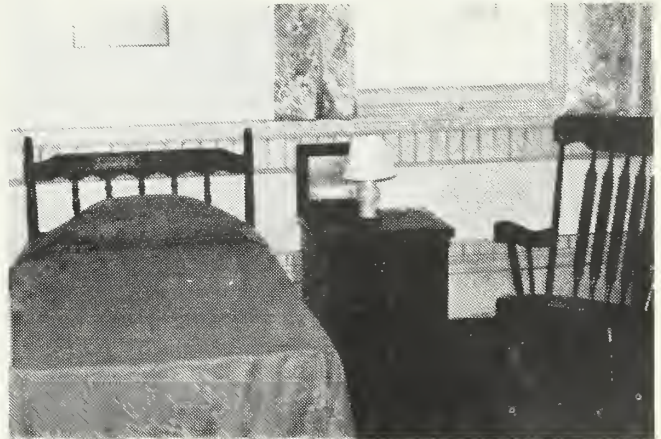
Low-Interest Loans for Development

In order to facilitate the development of affordable housing for the homeless, the City has granted low-interest loans to non-profit groups. This year, for instance, the City has granted a loan of \$100,000 to Positive Life Styles to begin rehabilitation of space for use as a lodging house. Projects such as these are vital to the expansion of the availability of low-cost, permanent housing. These low-interest loans allow non-profit agencies to develop housing which they might not be able to develop otherwise.

By combining these three development initiatives — disposition of City-owned property, capital grants for development, and low-interest loans for development — a number of organizations have begun construction of facilities which will serve to make real progress in ending homelessness for a number of families and individuals. For instance, the Veterans Benefits Clearinghouse was allocated a loan of \$89,000 and Housing Innovations Funds grant of \$233,636 for development of a lodging house for homeless veterans. Most recently, the Friends of Boston's Long Island Shelter opened a transitional housing facility on Wise Street in Jamaica Plain, made possible by the purchase of a City-owned building and HIF grant of \$91,075 for renovation costs.



The completed Bowditch School now provides affordable housing for 35 formerly homeless individuals.



A newly furnished bedroom in the Bowditch School building.



The dining room at Bowditch School.

Emergency Shelter Commission

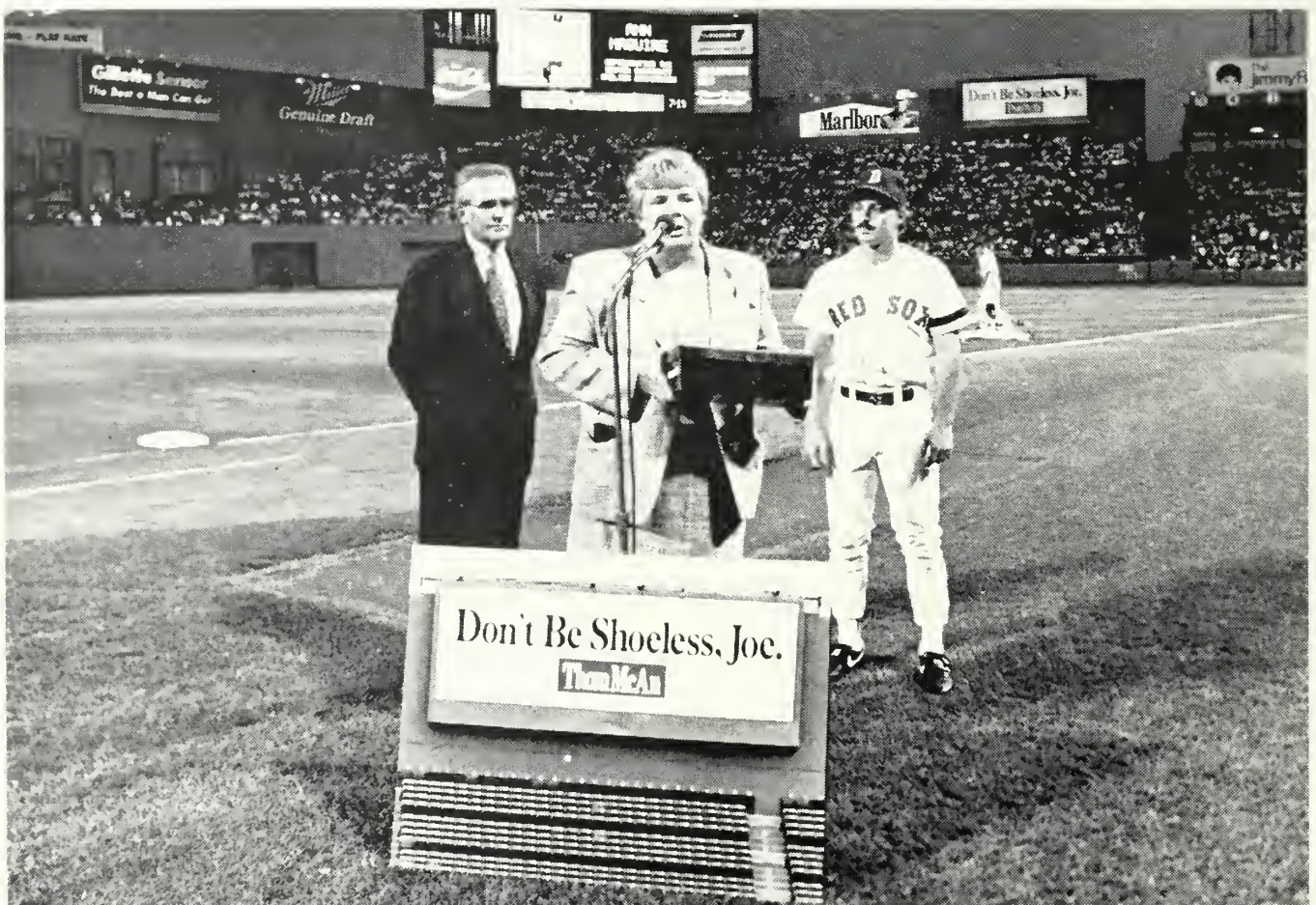
The Emergency Shelter Commission (ESC) was established as a City agency in 1983 to confront the growing problem of homelessness in the City of Boston. Just as the problem of homelessness is complex and requires a multi-faceted approach to addressing this issue, so too is the role of the Commission.

The Commission provides outreach, information and referral, public education, advocacy, and technical assistance to organizations seeking to develop shelters, transitional housing and permanent affordable housing. The Commission researches homeless needs, tracks state and federal legislation, staffs the Mayor's Advisory Committee on Hunger, and monitors potential funding sources. The staff works with other agencies to provide and develop shelters, social services, job assistance and other City resources for the homeless.

The ESC is staffed by the executive director, three research assistants and an office manager who are all responsible for implementing the Commission's goals and managing the daily operations of the office.

As its highest priority, the Emergency Shelter Commission provides referral services and placement assistance to many homeless families and individuals seeking shelter and related needs. Referral services can range from the simple exchange of information to extensive involvement in helping people to obtain services which they are eligible for or may be entitled to.

In its role as an informational agency, the ESC coordinates a number of services to compile and disseminate information related to homelessness, hunger and poverty issues. The Commission provides information for persons wishing to volunteer in the shelters or persons wanting to donate items for homeless programs. In addition, the ESC receives calls and letters from around the Commonwealth and the United States from individuals interested in learning more about the problem of homelessness and hunger, as well as the City of Boston's approach to the problem of homelessness.



Ann Maguire, Executive Director of Boston's Emergency Shelter Commission accepts the first pair of shoes donated by Thom McAn as a part of their "Don't Be Shoeless Joe" public service program. Thom McAn, in concert with the Boston Red Sox, are donating a pair of children's shoes to family shelters in Boston for every double hit at home and away games. The presentation was made by Larry McVey, President of Thom McAn and Red Sox second baseman, Jody Reed.

The Commission publishes, and periodically revises an informational brochure, "Shelter Programs and Services", which lists resources available to persons seeking assistance and to agencies which work with the homeless. This year, the ESC has distributed over 10,000 copies of this brochure to social service agencies, churches, the MBTA and to individuals in need.

Each year, the U.S. Conference of Mayors Task Force on Hunger and Homelessness surveys 27 cities to measure any increases or decreases in their homeless population. This year, the Commission printed and distributed 700 copies of this informative report to federal, state, and municipal agencies. Mayor Flynn, Chair of the Task Force on Hunger and Homelessness and the Emergency Shelter Commission continue to work for the enactment of a comprehensive national policy for solving the problem of hunger and homelessness in the United States.

Again this year, the Commission worked cooperatively with the Internal Revenue Service to alert low income people concerning their eligibility for monies from the earned income credit allowance in the U.S. income tax regulations. The Commission assisted in the distribution of 125,000 flyers and 2,000 posters as well as holding several community meetings providing information on eligibility requirements for the program. The Earned Income Credit Campaign has been responsible for several million dollars being returned to poor families in Massachusetts.

This year, the Commission conducted a number of projects that have been successful and beneficial to many homeless people and organizations. With the assistance of over 100 volunteers, the Commission carried out a street census and a count of shelter guests on the night of December 18, 1989, and counted 3,830 homeless people in the City. This represents an 11% increase over the census taken in FY '89.

From this information obtained in the census, and through its continuing work with shelter providers and state and non-profit agencies, the Commission compiled this report. The report has been produced on an annual basis, and this past year, 1,000 copies have been distributed locally as well as nationally to assist other cities in dealing with their homeless populations.

For the second year, the Commission offered educational workshops for shelter guests and providers. The workshops were given at adult and family shelters and covered such topics as First Aid, Cardiopulmonary Resuscitation (CPR), tenant's rights, AIDS ed-

ucation, seizure training, crisis intervention, stress management and training for volunteer AIDS educators. In FY '90, the Commission provided 22 workshops for shelter guests and providers. Another series of workshops is planned for FY '91.

During the last week of October 1990, the Emergency Shelter Commission, along with the Mayor's Advisory Committee On Hunger, sponsored a highly successful three-day conference entitled "Working Together To End Hunger and Homelessness: A Skill Building Conference for Administrators, Advocates and Frontline Workers". The first day of the conference concentrated primarily on issues and skills related to providing services at food pantries and soup kitchens. The following two days concentrated on issues and skills for persons who work on issues related homelessness.



Mayor Flynn collects cans of food at the Park Street Station for the Boston Can Share Food Drive.

Over four hundred individuals participated in thirty-five workshops and seminars covering topics such as Legislative Advocacy, Stress Management, Crisis Intervention, AIDS Training, Prejudice Reduction, and Housing Search. Each day of the conference featured a different keynote speaker, including Dr. J. Larry Brown of the Tufts University School of Nutrition Center on Hunger, Poverty and Nutrition Policy, Byllye Avery of the National Black Women's Health Project, and Dr. Philip Clay of the Department of Urban Studies & Planning at Massachusetts Institute of Technology. Due to the overwhelming response to this and previous conferences, the ESC hopes to continue to conduct conferences on an annual basis.

The Emergency Shelter Commission was responsible for the 1989-90 Boston Can Share Food Drive and was the lead agency for the City's participation. Organizing and coordinating all City departments and over 200 private companies, the can drive collected over 175,000 cans city-wide (of which 40,000 were collected by City of Boston employees) to help feed poor and hungry people.

In July 1990, the ESC coordinated the collection of canned goods at the "New Kids on the Block" concerts. Not only was it successful in the collection of over 30,000 cans of food at a time when food pantries were desperately in need, but it also raised awareness among thousands of young people as to the issue of hunger.

Over the past year, the Emergency Shelter Commission has engaged in several new projects and programs. In cooperation with the Commission, the Boston Society of Architects Task Force to End Homelessness developed two resource booklets for national and local distribution. The first publication, "Meeting The Challenge of Homelessness", is a guide for non-profit developers. This guide has been distributed nationwide and has received recognition in several national publications from homelessness and housing organizations. The other booklet is a "Guide to Donating and Volunteering in Boston Area Shelters and Food Services Programs". This guide has been extremely useful in connecting interested and concerned individuals with agencies that need their help.

In October 1990, the ESC, along with the Massachusetts Shelter Providers Association, sponsored the second annual commonWORK Awards, a dinner and awards ceremony "to honor and celebrate the work done in common by all direct care staff for homeless families and individuals throughout Massachusetts." Ten emergency shelter workers were given special acknowledgments for their "exceptional commitment to serving, supporting and empowering shelter guests". Al Flint of the Pine Street Inn, Hilleret McIntosh of the Salvation Army Family Shelter, Julio Ortiz of St. Francis House, and Stacy Randell of Project Hope were among the special award recipients. The City of Boston was proud to participate in this special event.

The ESC again assisted Project Bread with the 1990 Walk for Hunger by staffing information tables in the City Hall Lobby throughout the week preceding the event, as well as providing information on the walk to all City of Boston employees through a special outreach effort.

The Commission also serves as a conduit between shelters and organizations sponsoring innovative

commonWORK 1990

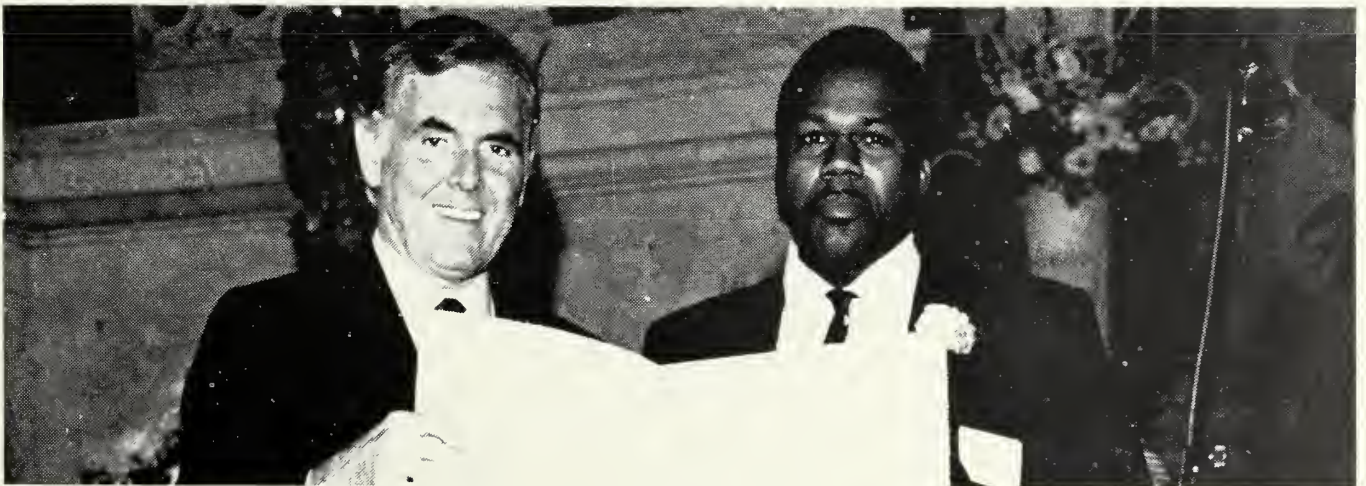
An event to honor and celebrate the work done in common by all direct care staff for homeless families and individuals throughout Massachusetts.



Joan McMahon, Long Island Shelter at Court Street.



Eleanor Batuyios, Pine Street Inn, Women's Unit.



Al Flint, Pine Street Inn, Men's Unit.

fundraising projects to raise money for the homeless. In January 1990, the ESC assisted the Boston Bruins' Wives Charity Foundation with the "Bruins Carnival for Homeless Families", raising over \$130,000.

In August-September 1990, the ESC coordinated the efforts of other City departments in making the WRKO Radio "Raise the Roof for the Homeless" promotion a success. WRKO erected a two-story house on City Hall Plaza, raising over \$30,000. The ESC coordinated shelter participation in which each shelter staffed the house for a day, collecting donations and providing the public with information about their programs.

The Emergency Shelter Commission, in a continued effort to respond to the needs of shelters, has engaged in a number of smaller, yet very productive projects which help meet particular needs that might otherwise go unmet. These include a City Hall winter coat drive and a silverware collection for shelters. The ESC also coordinates the distribution of a variety of donations, from coffee mugs to personal care items.

Elderly Affairs Commission

The Elderly Affairs Commission of the City of Boston directs funding to a variety of programs which provide direct services to the elderly of our City who become homeless or who are at risk of losing their homes. Because many elderly citizens are living on fixed incomes, they are extremely vulnerable to the rising costs of housing. This year, \$120,212 was allocated to address these needs.

The Elders Living-At-Home program, a six month transitional housing and support services program based out of University Hospital, received a \$15,000 grant from the Elderly Affairs Commission. Participants in this program, many of whom are in need of services to address both medical and social needs, are moved into permanent housing after the six month transitional period.

Through funding support administered by Elderly Affairs, Greater Boston Legal Services provides a variety of legal services to elders in the Boston area. This year, Elderly Affairs directed \$217,732 to GBLS, a major portion of which is designated toward providing legal counseling to prevent homelessness amongst the elderly.

Boston Aging Concerns (BAC), a tenant organizing and advocacy service agency for elders living in rooming houses, received a \$9,079 grant to continue these services. BAC also coordinates renovations to rooming houses, or Single Room Occupancies (SROs), for elders. BAC is a vital component in Mayor Flynn's Room for More Campaign to expand the availability of SROs.

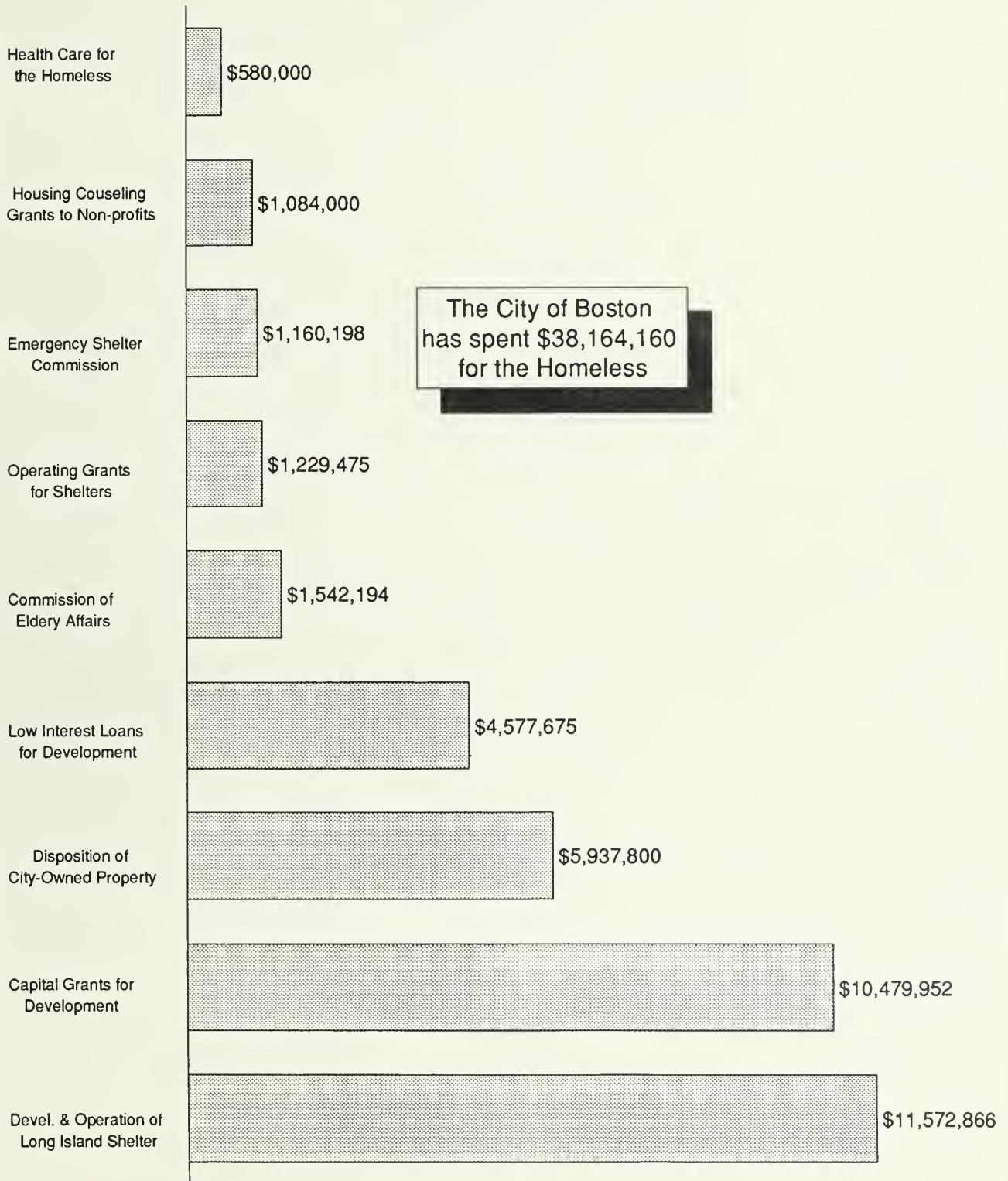
Boston's Elderly Affairs Commission is also responsible for the disbursement of funds of nutrition programs. The Kit Clark Senior House received \$145,371, the Council of Elders received \$17,000 and Southwest Boston Senior Services received \$14,360 in order to provide nutritious meals to many elders in Boston who would otherwise go hungry.

Ensuring that our elders are housed in safe and healthy residences is of primary importance. However, enforcing health and building codes can often lead to displacement of tenants. The Ecumenical Social Action Committee (ESAC) in Jamaica Plain continues to protect elders at risk of being legally evicted from their homes due to code violations. ESAC offers low-cost and other structural repairs to these elders in order to avoid further legal proceedings, thereby helping people maintain their current residence. The Elderly Affairs Commission directed a grant of \$20,000 to enable ESAC to continue this homelessness prevention program.



Barbara Wesley of the Boston Bruins Wives presents Mayor Flynn with a check for \$128,000 for family shelters in Boston.

City Resources for the Homeless



City Resources for the Homeless

1. LONG ISLAND SHELTER

Agency	Shelter Type	Amount	Status
CITY OF BOSTON	ADULT SHELTER	\$11,572,866	COMPLETE

2. PUBLICLY OWNED BUILDINGS AND LAND

Agency	Shelter Type	Amount	Status
ELIZABETH STONE	TRANSITIONAL	\$17,000	COMPLETE
FINEX	BATTERED AND HANDICAPPED WOMEN	\$40,000	COMPLETE
FAMILY HOUSE	TRANSITIONAL	\$30,000	COMPLETE
ROSIE'S PLACE	SHELTER	\$352,000	COMPLETE
BOSTON AGING CONCERNS	LODGING HOUSE	\$800,000	COMPLETE
CASA ESPERANZA	DETOX	\$64,500	COMPLETE
SECOND HOME	TRANSITIONAL	\$90,000	COMPLETE
HOMELESS WOMEN'S HOUSING INITIATIVE	TRANSITIONAL	\$50,000	CONSTRUCTION
VETERANS BENEFITS CLEARINGHOUSE	LODGING HOUSE	\$100,000	PRE CONSTRUCTION
PROJECT FAMILY INDEPENDENCE	CO-OP/DAY CARE	\$33,000	CONSTRUCTION
HELEN MORTON CENTER	TRANSITIONAL	\$2,800,000	DESIGNATED
BOWDITCH SCHOOL	LODGING HOUSE	\$286,000	COMPLETE
FRIENDS OF LONG ISLAND SHELTER	TRANSITIONAL	\$127,000	COMPLETE
VINFEN/BOWDOIN	LODGING HOUSE	\$98,000	PRE-CONSTRUCTION
VINFEN/THOMAS LEEN SCHOOL	LODGING HOUSE	\$295,000	PRE-CONSTRUCTION
VINFEN/BARTLETT	LODGING HOUSE	\$145,000	PRE-CONSTRUCTION
VINFEN/ROCKLAND	LODGING HOUSE	\$33,400	PRE-CONSTRUCTION
NEUSTRA CDC	LODGING HOUSE	\$15,900	PRE-CONSTRUCTION
IBA	LODGING HOUSE	\$363,700	PRE-CONSTRUCTION
NORTH SUFFOLK MENTAL HEALTH ASSOCIATION/MARCO POLO	LODGING HOUSE	\$110,800	PRE-CONSTRUCTION
W.I.N.G.S., INC.	TRADITIONAL	\$86,500	PRE-CONSTRUCTION
SUBTOTAL		\$5,937,800	

3. CAPITAL GRANTS FOR DEVELOPMENT

Agency	Shelter Type	Amount	Status
AGNES OWENS/ CAPE VERDEAN	FAMILY SHELTER	\$42,000	COMPLETE
ELIZABETH STONE	TRANSITIONAL	\$170,000	COMPLETE

ELIZABETH STONE	WOMEN IN CRISIS	\$42,413	COMPLETE
FINEX	HANDICAPPED	\$40,000	COMPLETE
HOPE HOUSE	DETOX	\$177,868	COMPLETE
HORIZONS	TRANSITIONAL	\$120,000	COMPLETE
PAUL SULLIVAN TRUST	LODGING HOUSE	\$55,000	COMPLETE
PROJECT PLACE	DAY PROGRAM	\$90,000	COMPLETE
SHELTER, INC.	FAMILY SHELTER	\$17,165	COMPLETE
YMCA	FAMILY SHELTER	\$50,000	COMPLETE
DMH/MORRIS BUILDING	DUAL DIAGNOSIS DETOX	\$237,361	COMPLETE
BOSTON AGING CONCERNS	LODGING HOUSE	\$255,000	COMPLETE
CASA ESPERANZA	DETOX	\$158,500	COMPLETE
CASA MYRNA VAZQUEZ	TRANSITIONAL	\$56,080	COMPLETE
FIRST, INC.	DETOX	\$107,802	COMPLETE
WOMEN, INC.	DETOX	\$91,870	COMPLETE
VICTORY HOUSE	DETOX	\$15,750	COMPLETE
PAUL SULLIVAN TRUST	LODGING HOUSE	\$140,000	COMPLETE
GREATER BOSTON YMCA	FAMILY SHELTER	\$50,000	COMPLETE
INTERIM HOUSE	ALCOHOLIC REHAB	\$27,000	COMPLETE
BOSTON CITY HOSPITAL	ADULT SHELTER	\$1,475,000	COMPLETE
GAVIN HOUSE	ALCOHOLIC REHAB	\$37,500	COMPLETE
BOSTON HAMILTON	ALCOHOLIC REHAB	\$30,000	COMPLETE
OPERATION FOOD	TRANSITIONAL	\$150,000	CONSTRUCTION
HELEN MORTON CENTER	TRANSITIONAL	\$4,500,000	DESIGNATED
FRIENDS OF LONG ISLAND SHELTER	TRANSITIONAL	\$91,075	COMPLETE
VETERANS BENEFITS CLEARINGHOUSE	LODGING HOUSE	\$233,636	CONSTRUCTION
NUESTRA CDC	LODGING HOUSE	\$138,932	PRE-CONSTRUCTION
BOSTON CITYWIDE LAND TRUST	LODGING HOUSE	\$300,000	PRE-CONSTRUCTION
TENT CITY CDC	LODGING HOUSE	\$400,000	PRE-CONSTRUCTION
IBA	LODGING HOUSE	\$180,000	PRE-CONSTRUCTION
BOSTON AGING CONCERNS/YOU	LODGING HOUSE	\$500,000	PRE-CONSTRUCTION
BOSTON CITYWIDE LAND TRUST	LODGING HOUSE	\$500,000	PRE-CONSTRUCTION
SUBTOTAL		\$10,479,952	

4. LOW-INTEREST LOANS

Agency	Shelter Type	Amount	Status
ELIZABETH STONE	TRANSITIONAL	\$91,500	COMPLETE
PAUL SULLIVAN TRUST	LODGING HOUSE	\$79,175	COMPLETE
PAUL SULLIVAN TRUST	LODGING HOUSE	\$70,000	COMPLETE
BOSTON AGING CONCERNS	LODGING HOUSE	\$390,000	COMPLETE
COUNCIL OF ELDERS	LODGING HOUSE	\$185,000	COMPLETE
CASA MYRNA VAZQUEZ	TRANSITIONAL	\$60,000	COMPLETE
300 SHAWMUT AVENUE	LODGING HOUSE	\$147,000	COMPLETE
PAUL SULLIVAN III	LODGING HOUSE	\$219,000	COMPLETE
PAUL SULLIVAN VI	LODGING HOUSE	\$255,000	COMPLETE
PAUL SULLIVAN VII	LODGING HOUSE	\$270,000	COMPLETE
BOWDITCH SCHOOL	LODGING HOUSE	\$685,000	COMPLETE
FRIENDS OF SHATTUCK	LODGING HOUSE	\$198,000	COMPLETE
WORCESTER HOUSE	LODGING HOUSE	\$400,000	COMPLETE
523 MASSACHUSETTS AVENUE	LODGING HOUSE	\$292,000	COMPLETE
COUNCIL OF ELDERS	LODGING HOUSE	\$362,000	COMPLETE
VETERANS BENEFITS CLEARING HOUSE	LODGING HOUSE	\$89,000	CONSTRUCTION
VIETNAM VETERANS WORKSHOP	LODGING HOUSE	\$70,000	PRE-CONSTRUCTION
POSITIVE LIFESTYLES	LODGING HOUSE	\$100,000	PRE-CONSTRUCTION
BOSTON AGING CONCERNS/YOU	LODGING HOUSE	\$615,000	PRE-CONSTRUCTION
SUBTOTAL		\$4,577,675	

5. OPERATING GRANTS

Agency	Shelter Type	Amount	Status
HORIZONS	TRANSITIONAL	\$192,400	COMPLETE
PLACE RUNAWAY	TEEN SHELTER	\$45,000	COMPLETE
ST. FRANCIS HOUSE	DAY PROGRAM	\$564,087	COMPLETE
PROJECT HOPE	FAMILY SHELTER	\$122,210	COMPLETE
CROSSROADS	FAMILY SHELTER	\$49,000	COMPLETE
RMSC FAMILY HOUSE	FAMILY SHELTER	\$16,000	COMPLETE
MASS. COALITION	WAREHOUSE	\$16,000	COMPLETE
MY SISTER'S PLACE	ADVOCACY	\$40,368	COMPLETE
CASA MYRNA VAZQUEZ	TRANSITIONAL	\$25,629	COMPLETE
CENTER HOUSE	DAY PROGRAM	\$30,000	COMPLETE

ELIZABETH STONE HOUSE	TRANSITIONAL	\$50,000	COMPLETE
HARBOR LIGHT CENTER	ADULT SHELTER	\$30,000	COMPLETE
TRAVELERS AID SOCIETY	CRISIS INTERVENTION	\$28,781	COMPLETE
VIETNAM VETERANS WORKSHOP	ADULT SHELTER	\$20,000	COMPLETE
SUBTOTAL		\$1,229,475	

6. HEALTH CARE FOR THE HOMELESS\$580,000

7. HOUSING COUNSELING

CASA MYRNA	\$20,000
UNITED SOUTH END SETTLEMENTS	\$170,000
ROXBURY MULTI-SERVICE CENTER	\$175,000
BOSTON AGING CONCERNS	\$165,000
BOSTON INDIAN COUNCIL	\$21,000
CAPE VERDEAN COMMUNITY CENTER	\$30,000
NEIGHBORHOOD OF AFFORDABLE HOUSING (NOAH)	\$140,000
OFICINA HISPANA	\$140,000
URBAN EDGE	\$48,000

SUBTOTAL **\$1,084,000**

8. EMERGENCY SHELTER COMMISSION\$1,160,198

9. COMMISSION ON ELDERLY AFFAIRS.....\$1,542,194

GRAND TOTAL**\$38,164,160**

VII COMPREHENSIVE POLICIES AND PROGRAMS

Homelessness: A National Problem

For years, homelessness has been a part of American life. From the days of substance abusing men to today's current increasing and all inclusive homeless population, homelessness is an unfortunate part of America's landscape.

Homelessness is often the result of natural disaster and tragedy, a struggling economy, and failed national political policies which do not place the least among us — the handicapped, immigrants, working poor, and single parent households — at the top of the priority list.

While many responded yes to the question, "Are you better off today than you were 8 years ago?", many of our poor struggled to put food on the table and a roof over their heads. Millions were unsuccessful in supplying basic needs such as a home and food for their families.

Equally disturbing is the changing face of homelessness. The fastest growing segment of the homeless population are the working poor, single mothers with children, mentally ill, and Vietnam veterans. For many, the lack of affordable housing has hurled them into homelessness — robbing their children of a stable home life, meaningful educational opportunities, and prolonging the cycle of homelessness.

We leave the 1980s after a decade long surge in the homeless population. Along with that surge, came an American public more aware of the plight of the homeless. However, the federal government has dropped the challenge on the doorsteps of city halls across the country and individuals have risen in a humane response.

As we enter the 90s the City of Boston continues its commitment to address the needs of the homeless. A partnership of City government and non-profit organizations, working with concerned private foundations, the state government and others, have stretched their resources to address the housing needs of the homeless. Shelter is often only the first step in getting life back in control. In Boston, we also emphasize the importance of health care, social services, job training, and permanent affordable housing to meet the needs of the homeless.

Since 1984, the City of Boston has committed over \$37.7 million to homeless programs. On a per capita basis that is one of the highest allocations of any major city in the country.

A major contributor in helping to make a difference for the homeless population are volunteers. Unfortunately, the generous spirit of Boston's volunteers and

non-profit groups is matched by a lack of resources to meet the growing needs of homeless people.

There are millions of people making their homes on park benches and in door ways of America's cities, yet the federal government leaves these people to fend for themselves. In contrast, when homelessness is caused by a natural disaster — flooding, fire, or earthquake — federal dollars flow like the rapids to help these people in need.

As chairman of the U.S. Conference of Mayors Task Force on Hunger and Homelessness, Mayor Ray Flynn worked with a coalition of advocates to raise the consciousness of the nation about the millions of Americans without homes. He has also worked to encourage Congress to address the issue.

Mayor Flynn lobbied in support of the Stewart B. McKinney Homeless Assistance Act which passed in Congress in June 1987. In the first three years after its passage, Congress authorized over \$1 billion in McKinney funds for housing, health care, and social services for the homeless — but appropriated only \$700 million. In FY 1989, Congress authorized \$633.8 million and appropriated only \$377.8 million. Congress authorized \$682.8 million in FY 1990 and appropriated only \$540 million.

To date, non-profit homeless programs in Boston have been awarded over \$19 million in McKinney fund support. Working with the Flynn Administration, advocates have applied for these funds in an organized and coordinated effort, led by the Emergency Shelter Commission and the Public Facilities Department, to best address the needs of Boston's homeless. Unfortunately, the impact of McKinney funds have been more than offset by the federal government's cutbacks for housing assistance for the poor. While the McKinney program can help cities to meet the immediate needs of our homeless residents, without a comprehensive federal housing and anti-poverty program, the need will continue to grow.

Most recently Mayor Flynn worked with Massachusetts Congressman Joseph Kennedy to draft and promote the Community Housing Partnership Act, which was filed in February 1988. This Act will provide federal matching funds to cities to help non-profit developers rehabilitate and build affordable housing. The legislation has already gained 100 co-sponsors in the House and will be a major element of the Housing and Community Development Act of 1990. The Community Housing Partnership Act will be instrumental in providing homes and shelter for many of our nation's homeless.

THE HOMELESS: HOW MANY? WHO? WHY?

According to a December 1989 nationwide survey by the U.S. Conference of Mayors Task Force on Hunger and Homelessness, the demand for emergency shelter rose in the previous year by 25 percent among individual homeless persons and by 23 percent among homeless families. This rate has risen from previous years in which the average demand for shelter had been rising by 20 percent annually. It is difficult to accurately count the number of homeless people in the United States — figures range from 250,000 to 3 million.

Among homeless families in the cities surveyed, 21 percent were headed by two parents. Ten percent of the homeless population accounted for in the survey were unaccompanied youth (18 years and younger). An average of 30 percent of the homeless in several of the cities surveyed by the U.S. Conference of Mayors were working people, but did not earn enough to keep a roof over their heads.

Though these numbers are averages and conditions in different parts of the country can vary, it is clear that the numbers of homeless people is rising in the United States. It is also clear that our image of the homeless person — a middle aged, transient man, beaten by alcoholism or drug abuse — no longer fits the picture. Today, the homeless person can be just about anyone. Some are loners, some are mentally ill, some are employed with a family to support. Many are mothers with their children or immigrant families. In Boston, there may be as many as 3,800 individuals who make their homes in the shelters, the streets, in cars, in abandoned buildings, or shuttling between the couches and floors of friends' homes. Homeless people come from all ages, races, religions, genders and stations of life.

There are three primary causes of homelessness in the 1980's. Each stems from a failure of federal policy.

Housing Cutbacks

National housing programs have been dismantled by the federal government. The HUD budget for assisted housing had been slashed by 75 percent during the Reagan years. HUD programs represented approximately seven percent of the total federal budget then and subsidized as many as 300,000 units of housing in 1978. Today, the federal government participates in the development of approximately 15,000 units of housing each year. This does not even come close to the need for affordable housing in the nation. In addition, there are two million units of federally subsidized housing which are privately owned. The subsidies on these units will be expiring soon. Landlords will no longer be required to maintain these units at affordable rates, however, local legislation has slowed the conversion of rental properties



Mayor Flynn serves Thanksgiving dinner to guests at the Harbor Lights Center in the South End.

into condominiums. Also, local tax incentives have been offered to landlords who promise to continue charging affordable rents to tenants in these units. On the federal level, however, the Tax Reform Act of 1986 irritated this situation by removing most of the incentives for producing and preserving low-income housing.

Increasing Poverty

Approximately 32.5 million Americans — one in seven citizens — now live in poverty. This number reflects the sweeping economic and social changes affecting individual and family income. Specifically, the stagnation of wages, changes in family structure, and increases of women participating in the labor force have had a profound effect on individual and family earning power.

As higher paying jobs in manufacturing industries have disappeared, the earnings of many American workers have not kept pace with inflation. As a result, more families with children have needed both parents in the work force in order to make ends meet. Single working people need higher levels of education to access decent paying jobs. The same federal policy outlook which allowed housing subsidies to be cut despite growing demand for affordable shelter, mandated cuts in the “safety net” of a variety of health, education and social service programs. Without that safety net more families and individuals face additional economic burdens which, ultimately, make their housing unaffordable.

The poverty rate among the nation's youngest families — headed by persons under the age of 25 — is 32.6 out of every 100 families. This rate is triple of that of all American families in 1986. Changes in the job market and the reduced value of the minimum wage mean that many families are poor despite their best efforts to escape poverty through employment.

As the federal government shifts the increasing burden of people's basic human needs to the states, the states, in turn, are losing ground to increasing economic instability. Many poor and needy individuals as well as families are being lost in the shuffle. Without this safety net of programs, many individuals and families are living on the edge and could easily become homeless.

Deinstitutionalization

An increasing number of homeless people are the victims of a poorly planned federal policy under the Nixon Administration to “deinstitutionalize” the mentally ill. Without adequate resources to site, build and staff community based facilities to help rehabilitate and care for these individuals, they have ended up on the streets of America's cities. From 1963 to 1989, the number of individuals who lived in psychiatric treatment facilities declined by about 70 percent, yet there is no indication that there are fewer mentally ill people. Shelters have been forced to become de facto psychiatric institutions. A recent survey of adult shelter providers in Boston indicates that over half of their guests are mentally ill. Understaffed, underfunded and inexperienced in the needs of this population, shelters have done all that they could with this problem. The effects on other shelter guests and staff have been destructive. “Burnout” runs high among staff and clients, who would be well served by shelters, avoid them due to concerns for health and safety stemming from the numbers of mentally ill people being housed there.

A Three-Part Approach

Homelessness was not always an issue in the limelight. When Mayor Flynn took office in 1984, this issue was in its budding stages as a major public concern. Understanding the seriousness of homelessness, a focalpoint of Mayor Flynn's campaign platform was a vision of an integrated Boston in which the poor and working families would be included in the prosperity of the downtown economic boom. The achievement of this goal has had a major impact on the homeless.

As a member of the Boston City Council, Ray Flynn sponsored legislation to create the Emergency Shelter Commission, a City agency which would coordinate efforts to assist the homeless — efforts including shelter referrals, health care information, an annual census count of the homeless population, and overall public awareness of the plight of the homeless. As Mayor, he increased support for the Emergency Shelter Commission and made safe, affordable housing a central theme of City policies and priorities.

To adequately address the many issues surrounding homelessness, the City of Boston follows a three-part approach: the immediate concern is to provide temporary housing, food, medical care, and social service needs for the homeless. Second, programs which address the individual needs of the various constituencies of the homeless population, and seek to solve the root problems of homelessness must continually be designed and implemented. And third, people throughout the City and across this country must be made aware of the plight of the homeless and the failed social and economic policies which have caused their crisis.

By seeking to meet the basic needs of the homeless, despite limited resources, the City of Boston guarantees that no resident of this City is condemned to live without dignity and respect. A key component to helping the homeless is our community. Mayor Flynn has repeatedly called on the volunteer spirit and the good will of the people of Boston as he seeks additional locations for homeless shelters and services. The economics of the bricks and mortar issues is only the beginning. Communities must make room for the homeless in their midst and may even be called to the inspirational work of helping a homeless family member or individual back on his or her feet. By working closely with neighborhoods, the

Flynn Administration has been able to site homeless programs in a way that respects both the dignity of the homeless and integrity of the neighborhoods. This first step addresses only the symptoms of the critical social and economic issues that surround homeless populations.

If we stereotype the homeless, we will inevitably fail to meet their needs. The homeless are not a monolithic group. They reflect the diversity of the City itself. If we see the homeless as middle-aged males with substance abuse and mental health problems, our policies may neglect to provide, for example, the child care facilities that will help a homeless working mother to maintain her job while looking for safe, decent and affordable housing. By stereotyping the homeless and their needs we may overlook the creative solutions which are our only hope of reversing the continuing tide of homelessness in cities throughout the country.

The Flynn Administration strives to go beyond the immediate need for shelter. It has designed innovative policies and programs that help the homeless back into the mainstream — programs such as transitional housing, job training, and health care services. Our goal is that each homeless individual in the City gets the appropriate service necessary to become self-sufficient and independent again. While we have yet to meet this goal for all the homeless individuals in the City, the Flynn Administration has developed model programs that can be expanded if adequate resources become available. Because homelessness is basically caused by economic disparity within our society, it cannot be solved without money.

Finally the resolution of homelessness falls to a compassionate public — a public educated about the root causes of homelessness, a public committed to helping the homeless and the poor within their midst and committed to electing officials who will make a difference. For the tragedy of homelessness to end in this society, the public must exert pressure on elected officials to mobilize sufficient support to solve the root causes of homelessness. The solution lies well beyond the resources of one city government. The solution requires decisive action on the part of the state and federal governments, and the private sector. Mayor Flynn continues to challenge his colleagues and pushes the issue of homelessness to the top of the political agenda in the State House and the White House.

Safeguarding and Increasing Affordable Housing

It is without question that the lack of safe, decent, and affordable housing is the primary cause of homelessness. In an effort to address the needs of the homeless, the Flynn Administration has developed a comprehensive housing policy designed to protect, preserve, and produce affordable housing. The decrease in a federal commitment to housing has made this an extremely difficult proposition. However, the issue is of too great importance for the City not to maximize every resource at its disposal and proceed toward these goals.

Under the direction of Mayor Raymond L. Flynn, the City of Boston since 1984, has significantly strengthened laws designed to protect renters from unjust rent increases, evictions, and condo conversions. In 1988, the City expanded its permit system to include most of the absentee-owned rental housing in the City. The City of Boston now has the authority to regulate the conversion of apartments into condominiums, a trend which had changed the level of affordability of nearly 25,000 units of housing in the City of Boston alone.

Absentee landlords cannot convert their rental property into condominiums without first going through the City's Rent Equity Board permitting proc-

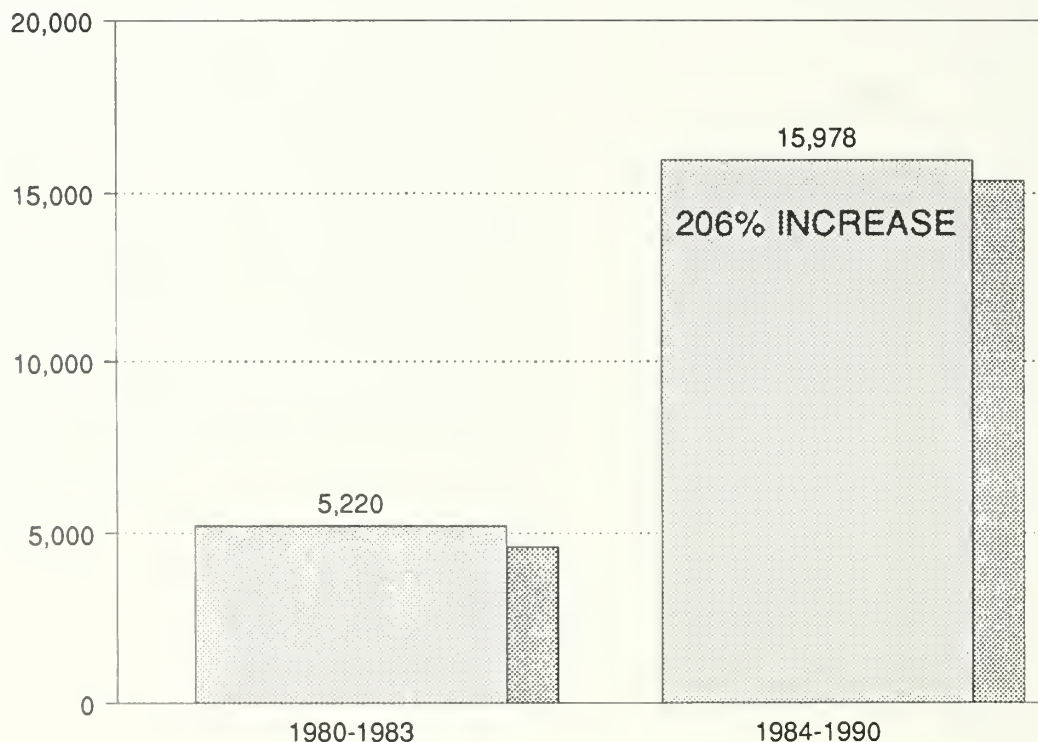
ess and without the support of at least half of the tenants of the building. Renters who do not wish to leave their homes when a building is converted to condominiums can no longer be evicted.

Further testament to Mayor Flynn's commitment to affordable housing is the fact that Boston residents are now protected by regulation from skyrocketing rents. Under new tenants' rights laws, rental increases for apartments occupied by elderly, low income, and handicapped tenants cannot exceed the Consumer Price Index. For all other renters, there is a 10% annual cap on rent increases.

Mayor Flynn signed a law to extend tenants rights to these buildings. Boston's 10,000 units of subsidized housing were endangered as a series of twenty-year, below rate mortgages approached their end. Many Boston subsidized buildings erected in the 1960s and 1970s under a variety of federal housing programs faced the possibility of becoming market-rate once federal loans were repaid. Under the new law, tenants in buildings whose owners repay their loans and had the option of raising rents to market parity, are now protected by rent, eviction, and condominium conversion regulations.

In addition, several HUD-owned subsidized apartments have been saved from the auction block by a coalition of City, state, community, and business leaders. HUD agreed to sell about 1,000 subsidized

NEW HOUSING STARTS 1980-1990



apartments to non-profit community development corporations through the Boston Housing Partnership. These properties will be preserved for low income use, managed by the CDCs, and subsidized by the City, state, foundations, the United Way, and federal tax credits.

During the past six years Boston has experienced a dramatic increase in housing starts. Close to 16,000 units have been approved in this period. Additionally, City-owned properties are no longer auctioned to the highest bidder. Frequently, City properties are sold at far below market value to non-profit housing developers. Linkage policies implemented by the Flynn Administration also help to make properties affordable to non-profit organizations.

Boston's Affordable Housing Linkage Program

In December 1983, the Flynn administration instituted Boston's affordable housing linkage program to direct the benefits of downtown growth toward creating affordable housing in Boston's neighborhoods. The linkage program requires private developers of large commercial projects in Boston either to build affordable housing in Boston's neighborhoods or to contribute money to build such housing.

The linkage program has shown results. Private developers have committed \$75 million for the creation of affordable housing. Approximately \$35 million of that pool has already been allocated to fund 3,056 affordable housing units.

Linkage has been the key resource in the City's fight to address homelessness. The City has committed \$3 million for transitional housing and the creation or preservation of permanent housing for the homeless. This includes 16 transitional beds and 266 units of permanent single room occupancy (SRO) housing for its "Room for More" campaign, with 43 units for mentally ill or physically handicapped homeless persons, including persons suffering from AIDS. Often, City funds are combined with Community Development Block Grants (CDGB) and state housing resources to make the most significant impact.

Working closely with neighborhood organizations and private developers, the City of Boston is encouraging affordable unit set-asides in all privately built market rate housing developments.

Lodging Houses

Lodging houses, also called single room occupancy (SRO) housing, are an important element of low-income urban housing. Many elderly on fixed incomes, young people starting out, newcomers to the

City or the country, and people in transition rely on safe, clean and affordable rooms to rent. For many people, an affordable room is the only roof that they can afford, and the only type of housing that stands between them and homelessness.

SROs are often the setting for transitional housing for battered women, alcoholics, the chronically mentally ill, and elders. Many non-profit agencies look toward lodging houses for their clients with special needs.

In the 1950s Boston had 25,000 licensed lodging house rooms throughout the City. By 1968 only 9,500 rooms remained. When the City's Elderly Affairs Commission conducted a study in early 1985, the stock of SRO housing had plummeted to just 243 licensed houses, or 3,310 rooms. Today there are 150 licensed lodging houses in Boston with less than 2,000 rooms.

The gentrification of many Boston neighborhoods and the condo conversion boom of the past have changed the face of our communities. Many neighborhoods which were previously affordable have skyrocketed, placing many long-term residents on the streets. Without federally supported social service safety nets, their lives are in crisis.

In 1986, Boston enacted a law to protect the remaining inventory of SRO houses. Under this law, SROs cannot be converted to other uses without first obtaining a permit from the Boston Rent Equity Board. The law has already gone a long way to dampen the speculative sale of lodging houses and has made it possible for several non-profit organizations to purchase these buildings for their low-income clients.

The Flynn Administration is working to preserve the remaining lodging houses in the City and is implementing policies which will encourage creation of new lodging houses. There are also preservation and creation efforts on the part of for-profit real estate owners in retaining and/or developing lodging houses for low income working people.

Most recently, the Room for More campaign was launched by Mayor Flynn to create and preserve 1000 lodging house rooms over a four year period. This initiative is an effective strategy to create housing, reduce homelessness, and bring deteriorated housing up to code at a time when housing resources are diminishing.

Room for More: Housing Beyond Shelter

In May 1990, Mayor Flynn launched the Room for More. Housing Beyond Shelter campaign. The campaign is a commitment on the part of the City of Boston to create or preserve 1000 lodging house rooms over the course of four years. Beyond this, the City will internally restructure its approach to lodging houses so that information and assistance is easily accessible to owners and developers. Lodging house licensing, rent equity, building and sanitary code rules will be strictly enforced so that each lodging house will provide safe and desirable housing for its tenants.

Background

Recent economics have worked against continued availability of SROs. From 9500 rooms 20 years ago to 3000 only 3 years ago, there are now fewer than 2000 licensed lodging house rooms in the City of Boston. Most of the lodging house stock that remains has been left behind by the real estate boom of the '70s and '80s. A City ordinance, passed in 1986, that disallows the conversion of SROs to other uses with permission of the Rent Equity Board, has slowed, but not entirely stopped, the loss of lodging house rooms. The lodging houses, located mostly in the downtown neighborhoods — the South End, Beacon Hill, Back Bay and Bay Village — were sold at large profits to condominium converters.

Many of the remaining lodging houses are owned by elderly proprietors who have run a lodging house as an extra source of income for many years. These owners often have longstanding relationships with their tenants, relationships that have led them to keep rent increases modest and to watch over tenants who become sick or need some other assistance. On-going maintenance on the buildings may be adequate but is usually modest. As the owner becomes too elderly to continue to maintain the property, he or she must sell it to someone else — someone who must pay a higher acquisition price, who must put money into the property to improve it, and who does not have the existing relationships with the tenants. Other lodging houses are owned by absent for-profit owners who own several SROs. They usually charge what the market will bear (approximately \$100/week).

While the proprietary owners, through their low rents and paternal relationships, may serve a very low income and disabled clientele, for-profit owners of several lodging houses serve almost exclusively working individuals with low paying jobs. Tenant income is typically \$8000 to \$16,000. The jobs are generally in the service sector — driving cabs, working as orderlies in hospitals, washing dishes in restaurants, etc.

The decrease in the number of lodging house rooms parallels a dramatic rise in the number of homeless individuals on the streets of Boston. In fact, over 20% of the homeless persons in shelters list a lodging house as their last place of residence before becoming homeless. Lodging houses have served as an affordable housing of last resort for many — and their loss has put many low income individuals on the street.

Non-profit providers have become increasingly aware over the past few years that single room occupancy (SRO) units are a valuable resource for low income individuals, especially those with support service needs. SROs provide a flexible form of housing that allows the individual the privacy of his or her own room while ensuring the sense of community and the oversight possible with shared living spaces. They can provide either temporary or permanent housing, can incorporate program space and can be designed to meet a variety of privacy and community support needs. SROs can be designed to incorporate the support service needs of people with chronic mental illness, persons with AIDS, recovering substance abusers and people with the disabling effects of long term homelessness.



Mayor Flynn announces the Room for More Campaign.

Room for More Campaign

The Room for More Campaign has several essential elements:

- **Development**

The Public Facilities Department (PFD) will work with private non-profit and for-profit owners and developers to create or redevelop 1000 lodging house rooms between the years 1990 and 1993.

- **Information**

The City of Boston will produce an informative booklet on the functions of the City departments as they relate to the development and operation of lodging houses. Each City department with a role in lodging house development, regulation or management will have personnel trained to assist the public on how best to use the services of that department.

- **Financing**

The City will commit more than \$10 million of its own funds over four years. It will work with other funding sources, including foundations, banks, other public funding agencies and non-profit lenders to assemble approximately \$40 million for the development of SROs.

- **Management**

PFD will work with non-profit and for-profit owners to provide clean, decent, affordable housing that provides the level of support services needed by the resident population of each SRO. This will include structuring adequate funding for management and operating expenses, providing examples of successful management models and helping to obtain training for owners.

- **Enforcement**

The City will enforce existing sanitary and building codes, licensing requirements and rent equity regulations. The City will also work to streamline regulatory procedures and to coordinate the regulation and management of lodging houses between departments. To date, 120 rooms have been redeveloped and 259 more have their financing assembled and are readying for construction. Among these projects are a 122-room existing lodging house on Beacon Hill which houses mentally ill persons and persons with AIDS along with working individuals. Another project near Franklin Park will house 20 mentally ill elderly individuals along with 17 non-mentally ill elders. A third newly opened SRO in Dorchester houses 10 formerly homeless individuals, many with histories of alcohol abuse. In Jamaica Plain, a newly renovated SRO houses 14 mentally ill adults, many in their first opportunity for supported independent living.

Vietnam Veterans: A Special Priority

In stark contrast to World War II veterans, who were welcomed home with ambitious federal housing programs, returning Vietnam Veterans were faced with unprecedented reductions in federal housing, job training, education and other programs many needed to begin rebuilding their lives. Nearly 80,000 veterans who risked their lives for this country are homeless, comprising approximately one-third of the homeless population in every American city. The City of Boston is committed to helping homeless veterans reach self-sufficiency.

The Vietnam Veterans Workshop, a non-profit organization founded in 1988, is involved in a number of veterans outreach programs throughout Greater Boston. The partnership that has developed between the City of Boston and the Vietnam Veterans Workshop has led to the realization of a number of exciting and innovative programs designed to directly help homeless veterans.

In December of 1989, Boston's Emergency Shelter Commission, along with other concerned agencies, was successful in aiding the Vietnam Veterans Workshop to secure the former Veterans Administration building at 17 Court Street in Downtown Boston, for use as a day facility for homeless veterans, as well as a night-time overflow shelter to serve the City's general homeless population. This night-time program is operated by Boston's Long Island Shelter. The New England Shelter For Homeless Veterans, the day-time program operated by the Vietnam Veterans Workshop, offers a wide variety of services for homeless veterans, including hot showers and meals, drug and alcohol recovery programs, and job counseling and referral services.

In addition, the Vietnam Veterans Workshop worked with Long Island Shelter and the City of Boston to complete construction of a basketball/volleyball court on Long Island. The court was dedicated to the memory of Boston's Congressional Medal of Honor recipients from the Vietnam War. The court is available to all guests and shelter staff to meet and play together, with the intention of providing an outdoor space conducive to building trusting relationships.

A collaborative effort between the Economic Development Industrial Development Corporation (EDIC) of Boston, the Emergency Shelter Commission, the Veterans Benefits Clearinghouse, and the Vietnam Veterans Workshop has resulted in the initiation of a

comprehensive counseling, job training, and transitional housing program for homeless veterans. The Homeless Veterans Reintegration Project, the product of an \$84,000 Department of Labor Grant, is designed to help every homeless veteran in Boston to obtain a permanent job and place to live. The Veterans Benefits Clearinghouse has been providing counseling services to veterans for over twelve years, and has been charged with the responsibility of directly implementing this vital program.

However, despite the efforts of the City of Boston and these veterans groups, all the gains made in the past few years are threatened by the specter of budgetary cuts which could directly or indirectly effect our ability to provide services to homeless veterans. Ralph Cooper, Executive Director of the Veterans Benefits Clearinghouse stated: "At a time when veterans make up 40% of the homeless population, the executive and legislative branches should be servicing more homeless veterans instead of closing soldiers homes and veterans center programs. What kind of message is this sending to those 200,000 plus men and women poised to die in the deserts of Saudi Arabia? For those soldiers who should return from combat, what kind of help can they expect upon their return home?"

"At a time when veterans make up forty percent of the homeless population, the executive and legislative branches should be servicing more homeless veterans instead of closing soldiers homes and veterans center programs. What kind of message is this sending those 200,000 plus men and women poised to die in the deserts of Saudi Arabia? For those soldiers who should return from combat, what kind of help can they expect upon their return home?"

*Ralph Cooper, Executive Director
Veterans Benefits Clearinghouse*



Dedication of the basketball court at the Long Island Shelter in honor of Congressional Medal of Honor recipients from Boston, many of whom died in the Vietnam War. The basketball court was donated by the Vietnam Veterans Workshop.



Mayor Flynn gets ready to pass the ball during a game with the Veterans wheelchair basketball team.

ADVOCACY AND EDUCATION

Mayor Raymond L. Flynn has been a strong and visible advocate for the homeless at the local, state, and national level. He has worked with advocacy organizations to make the plight of the homeless a priority and to increase public awareness of homelessness. Attention has been focused on the day-to-day needs of homeless men, women, and children and to strike a blow at the heart of the basic problems which lead to homelessness.

Mayor Flynn has called on the federal government to enact aggressive policies which address the unique needs of homeless people. He has encouraged input on all levels of government to develop national housing legislation that would create low-income housing. He has committed the City of Boston to find every means possible to develop and preserve low income and affordable housing.

As chairman of the U.S. Conference of Mayors Task Force on Hunger and Homelessness, Mayor Flynn knows all too well about the seriousness of homelessness which affects virtually every part of our country. He also knows that homelessness is not a problem that can be solved by government alone or by individual organizations. All constituencies must work together to provide our homeless with protection from the streets.

In that vein, the U.S.C.M. Task Force has issued annual reports surveying the extent of hunger and homelessness in American cities, as well as special reports on the growing number of homeless families, deinstitutionalized mentally ill, and other topics. These reports have received national attention and have helped to focus the public on an issue that affects all of us.

For most people as the cold weather approaches, thoughts turn to the holidays. However, for many people who make their homes on city streets, their thoughts turn to survival. The City of Boston is doing everything within its power to battle the serious problems of homelessness by ensuring a warm bed, a hot meal, transportation to shelters, and health care for every homeless person; and by rallying support from our representatives in Washington.

While the City is grateful for the compassionate support it receives from the many volunteers who are committed to help its homeless, it knows that shelter alone is not the answer — permanent affordable housing is.

The Flynn Administration has made the commitment to providing safe, decent and affordable housing for all. It is the Mayor's belief that housing isn't a privilege, it's a right; and shelter isn't a luxury, it's a necessity.

Mayor Flynn has worked with advocates such as the late Mitch Snyder, and Robert Hayes, founder of the National Coalition for the Homeless to widen pub-

lic knowledge of the issues of homelessness, hunger, and poverty. He has spoken out at public forums regarding homelessness across the country — spreading the message that homelessness is a national problem of monumental proportions.

In 1987, Mayor Flynn called on national religious and union leaders to join with elected officials and grassroots organizations to sponsor "Justice for All" day in cities throughout the United States. This event focused on poverty issues in affluent America. Mayor Flynn also served as an initiator of the national Campaign to End Hunger and Homelessness, a coalition founded to make these issues part of national election campaigns. He kicked off the Campaign on Iowa's presidential primary day in Des Moines.

Furthermore, as a member of the Democratic Party Platform Committee, Mayor Flynn helped to draft the party's platform statement calling for a renewed federal commitment to build low-income housing and to address the needs of the homeless. Representing the U.S. Conference of Mayors, he has met with congressional leaders to urge swift passage of legislation for the homeless, including legislation that led to the McKinney Homeless Assistance Act.

Recognizing that the homeless problem will be resolved only when there is a stronger federal commitment to low-income housing, Mayor Flynn has worked with the U.S. Conference of Mayors and the National League of Cities to lobby congress for federal funding. He worked with Massachusetts Congressman Joseph Kennedy to draft and promote the Community Housing Partnership Act, which was filed in February 1988 and modeled on the highly successful Boston Housing Partnership. The Act will provide federal matching funds to cities to help non-profit developers rehabilitate and build affordable housing. The legislation has already gained 100 co-sponsors in the U.S. House of Representatives. An element of a new omnibus bill currently being pieced together by Congress, the Community Housing Partnership Act will be instrumental in providing homes and shelter for many of our nation's homeless.

Mayor Flynn has worked hard to spread the message that our federal dollars are not being spent on the Americans who need assistance — people such as the homeless. Rather, too much has been doled out to save the greedy savings and loans speculators. The S&L bailout is perhaps the most outrageous scandal in the nation's history. It is surely the most expensive — more costly than the Vietnam War.

Created to help Americans purchase homes, the S&Ls were allowed to expand their lending activities and engage in risky real estate speculation as well as fraud and mismanagement. The risk resulted in scandal and the American public is spending billions to lift America's wealthiest out of a jam.

Compounded by the federal Housing and Urban

Development scam and budget cuts, which resulted in a 75% decrease in HUD dollars during the Reagan era, the S&L crisis takes a major bite out of funds that otherwise could be used for legitimate domestic needs. These tragedies have resulted in the reduction in affordable housing starts nationally from 300,000 units annually to a rock bottom low of 15,000 units each year.

As National Co-chairman of the Financial Democracy Campaign, Mayor Flynn is leading the way for a reformed system which encourages banks to participate in the creation of affordable housing.

The Mayor has also endorsed and actively campaigned for the Massachusetts Right to Housing Project which sought to amend the Massachusetts state constitution to guarantee every citizen decent, affordable housing. The project grew out of a broad based coalition of support based in labor, human services, and community organizations.

Currently, the people of Massachusetts are faced with a November ballot which, if passed, threatens to undermine the progress made in the Commonwealth to address the housing and shelter needs of our homeless. Question 3, known as the Citizens for Limited Taxation question, calls for a roll-back in tax rates to 1988 standards.

If Question 3 is agreed to by voters, it will not only roll taxes back, but force us to regress in our efforts to help the less fortunate in our community. Many volunteers, providers, concerned residents, and government officials have tirelessly worked hard to help the homeless get back on their feet. CLT would undo the progress we have made, and force more and more people to make their homes on the streets. The CLT petition has met with resistance from many unions, business leaders, community residents, and members of the religious community. If passed, Question 3 would result in a 35% cut in the already limited Executive Office of Communities and Development budget. This state office is responsible for programs which support construction and renovation of affordable housing units, and rent subsidy programs. The CLT also takes a large bite out of social service programs for the mentally ill, child care subsidies, and homeless shelters — programs directly related to the homeless problem.

While the State faces a potentially chaotic situation with Question 3, the City of Boston was awarded over \$13 million in federal Stewart B. McKinney Homelessness Assistance Funds. These federal dollars are an important safety net while the State's fiscal footing is falling out from under Massachusetts' cities and towns.

Recently, Mayor Flynn visited impoverished areas in West Virginia while representing the U.S. Conference of Mayors at a National Commission on Children meeting in March of this year. The Mayor discovered

that one out of every four West Virginians lives in poverty. Many families sleep in only cars or shacks. On this visit, Mayor Flynn saw some of the most depressing economic conditions ever witnessed. But, despite families living in old buses with sub-standard sanitary conditions and sub-par medical care, inadequate welfare, housing, and child care benefits are available for these needy people.

As a national spokesperson on behalf of the impoverished and the homeless, Mayor Flynn is standing up for the rights of all Americans to safe, decent, affordable housing.

AIDS

As the AIDS crisis escalates, the City of Boston and the Emergency Shelter Commission have made a strong commitment to the needs of the growing numbers of AIDS patients coming to the shelters.

In collaborating with City's Department of Health and Hospitals, the Emergency Shelter Commission continues to provide AIDS education workshops to both staff and guests at shelter programs, day and night centers and meal programs.

In direct response to this acute problem a number of new housing programs for people with AIDS have been developed with the support and assistance of the City of Boston. Some of these programs have become national models.

Boston City Hospital currently operates a 5 bed unit for children with AIDS and plans are under way to develop 12 residential units for children with AIDS. Also, they will be adding a day care facility for 24 children who are afflicted with AIDS. All of these programs are just a few of their kind in the nation.

Run by Catholic Charities, St. John of God in Boston's Brighton neighborhood has recently completed a residential program for homeless people with AIDS. The facility offers a residency program for 24 individuals, a daytime health care center, a dining room and social activities for adults with AIDS and HIV related illnesses.

Hospice West has developed the country's first Medicare-certified hospice program for people with AIDS. The million dollar rehabilitation project, located in Boston's Mission Hill neighborhood serves 18 people who are in the advanced stages of the disease.

Boston's Health Care for the Homeless team has increased its staffing at the HIV Clinic at Boston City Hospital and operate a HIV clinic for Spanish speaking people at St. Francis House. In addition they provide respite services to homeless people with AIDS at the Shattuck Shelter.

MOVING BEYOND SHELTER

Former crack house rehabilitated by the Friends of Boston's Long Island Shelter to provide housing for nine homeless men.



Mayor Flynn thanks the community for welcoming the new residents to One Wise Street in Jamaica Plain.

TURNING THE CORNER:

TRANSITIONAL HOUSING PROGRAM AT ONE WISE STREET DEVELOPED BY THE FRIENDS OF BOSTON'S LONG ISLAND SHELTER

On October 11, 1990, the Friends of Boston's Long Island Shelter officially opened a nine unit single room occupancy (SRO) transitional lodging house which they developed and will manage. The house, an abandoned three family dwelling and former crack house, owned by the City of Boston was sold to the Friends of Boston's Long Island Shelter for \$1.

With the strong support of Mayor Flynn and the surrounding neighborhood, the Friends completely rehabilitated this boarded up house into a nine unit SRO for working homeless men with a manager's apartment on the first floor. Through a public private partnership with the City of Boston, the \$200,000 renovation costs were funded by the Housing Innovations Fund, a state program which offers below market rate loans through local banks. The remainder of funds were raised through the Friends' annual Beyond Shelter fund raising event.

The Friends of Boston's Long Island Shelter is a non-profit corporation comprised of individuals representing the business and public sector communities of Greater Boston. Its purpose is to raise funds to support the Long Island Shelter and to create a variety of essential programs and affordable housing for Boston's homeless people.

Twenty to twenty-five percent of the 620 guests who stay at Long Island Shelter's three facilities work full-time jobs but cannot find affordable or appropriate housing in Boston. The One Wise Street Transitional House provides affordable housing with support services which assists the residents in making the transition from emergency shelter to independent living. The nine residents are formerly homeless individuals or "guests" of Long Island Shelter who work full-time jobs. They have been selected by shelter staff and can live at the house for up to two years. Rent is \$60 - \$90 per week, calculated on a sliding scale, no more than one third of the resident's income. The residents' transitional experience is linked with supportive programs including individual counseling and workshops by a full-time case worker as well as weekly house meetings facilitated by Dennis Johnson, the Live-in Manager at One Wise Street.



Mayor Flynn welcomes Dennis Johnson, graduate of the Long Island Shelter Work Experience Program and new Live-in Manager for One Wise Street.



Front door to the newly rehabilitated One Wise Street house.



A furnished bedroom at One Wise Street.

BEFORE REHABILITATION



Prior to renovations, several tons of trash had to be removed from the house.



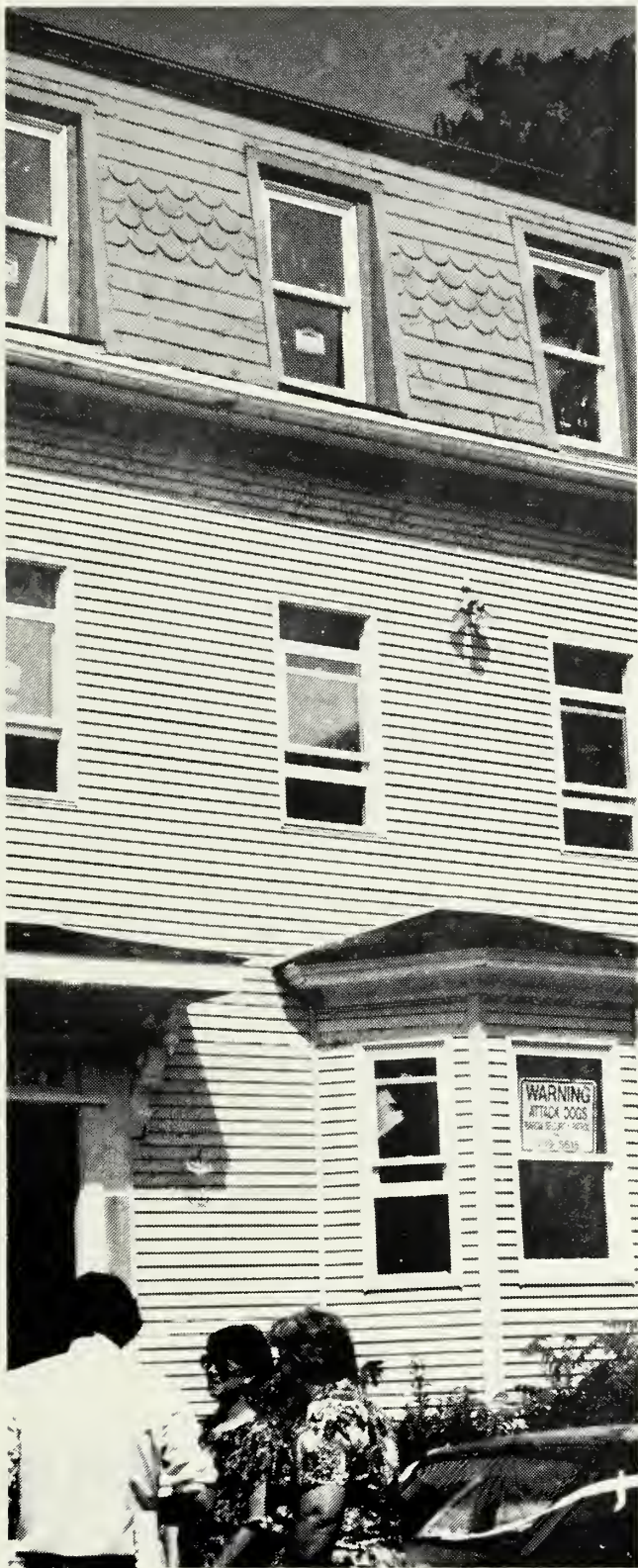
Before rehabilitation.



Before renovations.



Before renovations.



Getting ready for opening day.



After renovations.



After renovations.

VIII DEDICATED PEOPLE AND INNOVATIVE PROGRAMS THAT SERVE HOMELESS PEOPLE

Magnolia Cooperative Housing

"The commitment for us has been to go out of business", says Sister Sue Beaton, Permanent Housing Coordinator for Magnolia Cooperative Housing. Thus far, Sister Sue has raised \$400,000 of the necessary \$500,000 to build 8 units of limited equity cooperative housing in North Dorchester. These units will become available to low and moderate income families and individuals, some of whom were formerly homeless. The site for the housing is 28,000 square feet of land which the City of Boston has given to the project.

Magnolia Cooperative Housing grew out of the work of Project Hope, a family shelter on Magnolia Street, operated by the Little Sisters of the Assumption/Family Health Services, Inc. Sister Sue, a Sister of Notre Dame, along with her colleagues have sheltered families at Project Hope since 1981. In 1986, they created a "beyond shelter" follow up services program for families who have moved to permanent housing. The purpose of these services is to provide support to the families in stabilizing their situation and maintaining their housing. In collaboration with Cardinal's Rehab, Inc., they rehabilitated a three-decker home in 1988 which now provides affordable housing for three formerly homeless families.

"There are better ways of developing housing that poor people can benefit from", says Sister Sue. She adds "You're not getting into an endless subsidy situation. We are forever capitalizing on the back end instead of the front end." Though she admits this is an expensive way to begin a development project, the long term costs are less than those of subsidized housing. The philosophical base for Magnolia Cooperative Housing is strongly upheld by Sister Sue and others at Project Hope who are working to help people take charge of their own lives. They want to give people access to the tools and skills that will enable them to maintain and own their homes.

As owners through a cooperative partnership, each family or individual would be expected to pay \$250 - \$500 each month and contribute "sweat" equity to the upkeep of the property. This includes work such

as routine maintenance and yard work. Training will be provided to teach residents the skills they need to work cooperatively in managing, maintaining, and cultivating their property. The hope is also to contribute towards the stabilization of the neighborhood in North Dorchester where most of the property is absentee owned. It is an opportunity to promote community development and keep resources within the neighborhood.

Magnolia Cooperative Housing will be an independent corporation. The residents will be tax payers. "Building an internal home is a deeper journey than building housing", says Sister Sue. The ultimate purpose of Magnolia Cooperative Housing is to do just that. As an informational brochure on the project states, "... people can take charge of their lives, if they have access to the skills and the reality of their own worth. ... shelters are an emergency response to an intolerable economic reality which has caused numerous families to be displaced. Affordable and responsible home ownership is one of the long term solutions to the crisis."

"If you give people the tools they need to survive in a positive manner, they can do it! "

—Sister Sue Beaton,
Sister of Notre Dame
Permanent Housing Coordinator
Magnolia Cooperative Housing

Elders Living At Home Program

“There is not another program doing what we are doing,” says Eileen O'Brien, Administrator of the Elders Living At Home Program. The Elders Living At Home Program provides an integrated service system to homeless elders and elders who are at-risk of becoming homeless. Created in 1986, this program has addressed the health care, social service and housing needs of over 360 people.

In 1985, a national foundation, the Commonwealth Fund issued a request for proposals to fund demonstration projects that would help elders remain in their homes. There was a growing awareness nationwide that homebound elders were losing their homes due to increased living costs, health care expenses and condominium conversions. Anna Bissenette, R.N., Associate Director of the Home Medical Service, a home health care program based at University Hospital in Boston coordinated a group of 14 agencies to apply for the grant offered by the Commonwealth Fund. This group identified homelessness and its prevention as the foundation for its proposal. They received a three year grant of \$350,000., fifty percent of which was matched by a consortium of nine local foundations.

Based at the Home Medical Service, the Elders Living At Home Program contracts with local elder agencies to provide the various services to be integrated in meeting the clients needs. The program's staff consists of three full-time and three part-time employees who provide administrative, case work and advocacy services. At any one time, the Elders Living At Home Program has 30-40 open cases. Clients must be over 60 years of age and have a low-moderate income. They come to the Living At Home Program because they are “at risk” of becoming homeless. The most frequent situations which bring a person to the program are the threat of eviction, unsafe and unsanitary living conditions, physical inaccessibility to their home, an abusive or neglectful home situation or homelessness.

For a person who is living in their own home, Elders Living At Home offers case work services to allow a person to remain at home. Referrals are made to affiliated agencies for home repair services, budgeting assistance, and home health aide services. The Living At Home caseworker coordinates these services and monitors their effectiveness in helping the elder to remain at home. If this is not working

well, the next step is to assist the client in relocating to a more appropriate living situation. In some cases, the Elders Living At Home Program becomes involved when a person must relocate, such as in an abusive situation or eviction. The purpose of the program is to provide crisis intervention and management services. Most clients are involved with the program for 4 — 6 months. If they require ongoing case management, a referral is made to an affiliated agency. The majority of elders who are served by the Living At Home Program are single people with few family connections.

For homeless elders, the Living At Home Program offers temporary housing. This portion of the program began in 1988 and is based in 14 formerly vacant Boston Housing Authority studio apartments. They will soon be increasing this program to 22 units. Clients stay in temporary housing for up to 6 months and are given the full range of case management services. During this time the case manager makes an assessment of the clients needs and a housing advocate assists them with looking for permanent housing.

“Our program has been successful with people who would have no place to go otherwise. Being homeless and 75 is terrible.” says Eileen O'Brien.

Residents of the Elders Living At Home Program.

Nazare



Maria



Bob



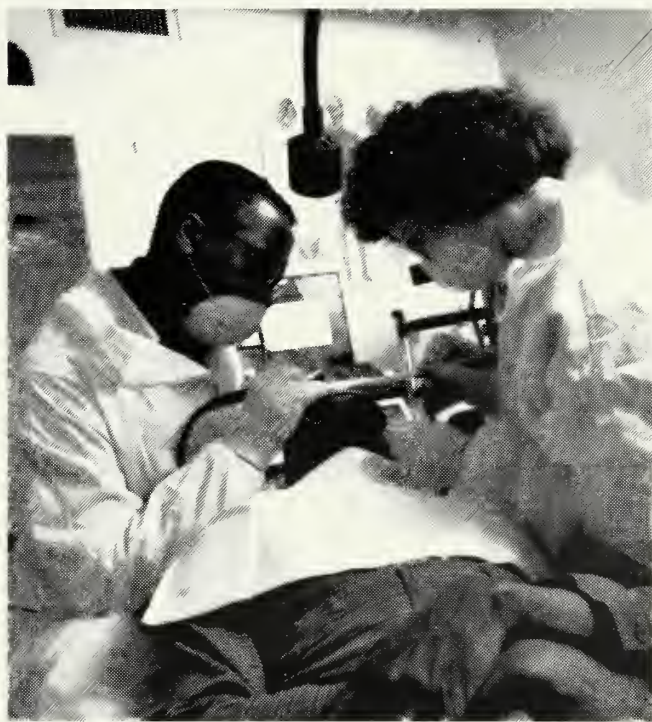
Health Care for the Homeless

Boston's Health Care for the Homeless Program has provided comprehensive health care services to the city's homeless population since July 1985. Health care teams, consisting of dedicated physicians, nurses and social workers travel to almost 60 shelters, meal programs and hospitals to provide care for guests at these locations. Originally, Health Care for the Homeless was one of 19 programs funded with a grant from the Robert Wood Johnson Foundation. They received a four-year \$1.4 million grant which was matched with funds from the City of Boston, state government, private groups and most recently, McKinney funds. The original grant helped Health Care for the Homeless establish itself as an essential, effective service provider in Boston's homeless community. Replacing these funds has been a challenge. The federal government, through the Stewart B. McKinney Homeless Assistance, has allocated \$1,721,377 to Boston's Health Care for the Homeless Program.

Another significant source of funds for the program has come from Comic Relief, a charitable organization of nationally known comedians who are concerned about the plight of our homeless citizens. During the past four years, Comic Relief has given \$270,000 to Boston's Health Care for the Homeless Program.

The Health Care for the Homeless Program is designed to bring homeless people into the mainstream of the health care delivery system. One of the major strengths of the program is that it provides continuity of care by linking the clinics at shelters with regular hospital services. Health care teams keep careful records on each individual's history as well as treatment and follow up care. When admission to the hospital is necessary, the Health Care for the Homeless staff visit the patient once or twice each week. In addition to general medical services, Health Care for the Homeless has dental services which are offered at St. Francis House in downtown Boston. Also, there is an optometry service, a program to diagnose and prevent tuberculosis as well as a new AIDS clinic specifically for Spanish speaking patients with HIV infection. Since its inception, the Health Care for the Homeless Program has treated over 20,000 homeless men, women and children, including persons staying in family shelters and hotels.

In addition to these services, Health Care for the Homeless operates an innovative respite program at the Shattuck Shelter in Jamaica Plain. The respite unit provides recovery care for homeless individuals who are not well enough to walk outside each day but who do not require admission to a hospital. Established in 1985, this program offers comprehensive medical, nursing, social and psychiatric care for up to 25 homeless patients who are unable or reluctant to follow routine treatment plans. It is a cost effective program which provides a less expensive alternative to inpatient hospital care for individuals who are recovering from treatment. The average length of stay in the respite unit is 17 to 20 days.



Dental Clinic at the St. Francis House

John Rosenthal — Friends of Boston's Long Island Shelter

In 1986, John Rosenthal, a local housing developer and manager, became acquainted with a volunteer who served a monthly meal at the Long Island Shelter. The volunteer approached John, then a Director of the Builder's Association of Greater Boston, with his concerns about the condition of the windows at the shelter. Many of the shelter's windows were boarded up and its doors were in disrepair. John began a journey which continues today.

John decided to learn more about the shelter and quickly took on a personal mission to raise the funds necessary to replace the windows at the shelter. He wrote a letter to every person he knew, both professionally and personally, and asked them for a contribution to the "window campaign". He followed up every letter with a phone call. Within one year, John had collected \$64,000 and the City of Boston contributed a capital grant of \$16,000 to complete the project. The funds raised enabled John to replace all of the shelter's windows and exterior doors.

The interest and concern extended during the window campaign inspired John to pursue more projects to help homeless people. Also, he had learned a great deal about the shelter and the struggles of homeless life during the previous year. He wanted to do more. In 1987, he formed a non-profit organization, the Friends of Boston's Long Island Shelter. A board of directors was developed to reflect the variety of skills and expertise needed to meet the anticipated organizational goals.

Initially, John thought the Friends would take on the mission of raising funds to support the shelter's programs. Their first project was the "Beyond Shelter" benefit event which attracted over 1,200 people and raised over \$130,000. These funds were used to replace 40,000 square feet of vinyl flooring in the shelter as well as add lockers for guests to safely store their belongings. The enthusiasm from the board members, the shelter staff and volunteers was enormous.

The Friends mission began to take on a momentum that even John did not anticipate. In addition to continuing its direct support of the Long Island Shelter, the Friends decided to fund a continuum of services to address the 'beyond shelter' theme. They hired a full-time Director, Susan Hopkins, to develop affordable housing for homeless people. In October 1990, the Friends opened their first transitional house,

a nine-unit single room occupancy lodging house for working homeless men. The house, an abandoned three-family dwelling, was sold to the Friends by the City of Boston for \$1.

The Friends are already looking at other properties, vacant lots and potential buildings to develop into other types of housing to meet the varied needs of the homeless population at Long Island Shelter. In the past year, the Friends have hired two part-time staff, a housing development specialist and an administrative assistant to meet their goals.

From a 'one-man show' to an established non-profit organization that is developing housing for homeless people, John Rosenthal has been a strong working force behind this entire effort. He credits the continuing support from the business community as a great encouragement to the Friend's mission. "It's exciting that people care to commit as much time as they do," John says.

As for the future, John Rosenthal plans to continue his involvement with the Friends. He adds, "As the state's fiscal crisis worsens, individual and corporate support will become all the more important. Wise Street (the transitional house) is a tangible example of how a private-public partnership can translate into real solutions for the homeless. Homelessness is the ultimate destitution and it's a crime that in a society as affluent as ours, working people must still live without safe and affordable housing." The Friends will continue to defy the odds of fundraising in a recession economy and work with the public sector in order to create desperately needed affordable housing for homeless people in Boston.

MBTA/Positive Life Styles Homeless Outreach Program

The MBTA/ Positive Life Styles Homeless Outreach Program is a collaborative effort between the Massachusetts Bay Transportation Authority and Positive Life Styles, a human service organization which offers supportive programs to homeless people and substance abuse rehabilitation services. The outreach program consists of a team of outreach workers who make daily contact with homeless individuals who are living in MBTA subway stations and are not utilizing other shelter services.

The outreach workers, who work in pairs, visit areas inside and outside eight MBTA stations from 4 p.m. - 12 midnight, 7 days each week. They wear uniforms identifying themselves and are equipped with MBTA Police radios. They attempt to meet people before they actually go down into the subway station and offer them transportation to a shelter or a referral to a detox center. The outreach workers make contact with 25 - 70 people in one shift. "It's easier to give a dollar. It's a lot harder to give them five minutes of your time", says Eddie Hines, Supervisor of the outreach workers. Eddie has been providing outreach services in the Downtown Crossing area of Boston for over 3 years. Now, he supervises two full-time and two part-time workers. "We're more counselors than transporters", says Eddie. The purpose of the program is to meet people around and inside the MBTA stations and form a relationship with them in the hopes that they will be encouraged to get further help to make a change in their lives. Some of the people the outreach workers talk with have been there for many years.

"People who have not trusted for years are not going to jump on the bandwagon", says Val Busse, Director of the MBTA/Positive Life Styles Outreach Program. She adds, "Every time a person says, 'bring me to detox', who hasn't been there in awhile, it's a big step for them. We are not trying to make it comfortable for people on the street. We are taking into consideration a human being's ability to change their life." Val estimates that 80 - 90 percent of the people the outreach workers see every night have substance abuse problems.

"Jim Viola, Executive Director of Positive Life Styles was the inspiration behind the creation of this program", says Val Busse. "He is always reaching between the cracks in the system to see who is not helped with the current system of homeless services." The MBTA shared his concerns and have provided full funding for this program since its inception in February 1990. After a six month pilot program, the MBTA felt the outreach effort was going so well that they gave Positive Life Styles a full year grant to operate the program through October 1, 1991.

"It's easier to give a dollar. It's a lot harder to give them five minutes of your time."

*—Eddie Hines, Supervisor
Outreach Workers
MBTA/Positive Life Style Homeless
Outreach Program*

Progress Notes— Services at Long Island Shelter and Woods Mullen Shelter

Woods Mullen Memorial Shelter

During the Winter of 1988-89 the City of Boston sited 100 new overflow beds at the Laundry Building at Boston City Hospital. The demand for beds was so crucial that the City renovated the building to provide year round shelter for 100 men and 60 women. In November 1989, the shelter was dedicated in memory of James Woods and Margaret Mullen who were both homeless people when they died. The site also houses the Intake Program for the Long Island Shelter which screens 360 people every evening.

"The idea here is intervention, education and employment. There are a lot of people here who are working hard to make it better for guests. This is a dignified place.", says Betty Washington, Administrator of the Woods Mullen Shelter. "We do not want to have a free hotel. We want to have a shelter program that really helps people."

In less than one year of operation, the Woods Mullen Shelter is providing several crucial support services which are also offered at the Long Island Shelter. These services include case management, health care, Alcoholics Anonymous meetings, job counseling and the Project Lighthouse adult literacy education program. In addition, the shelter has the "Support Group" which is a paid live-in staff program. The Support Group is comprised of shelter guests who have made the commitment to working in the shelter on cleaning and food service tasks. Members of the group learn how to work as a team as well as gain job skills. Betty Washington is enthusiastic about the work being done by them. "They take pride in it. My theory about the Support Group is that they have been a part of the population and they know better than anyone, the needs of the guests here. They serve as role models. They have moved from benches outside to positions of responsibility inside. Food and cleaning are some of the main essentials of life. Most people look at them as lower level tasks, but we all treat these as priorities", says Betty. She adds, "We've always said homeless, not helpless but there has to be something between shelter and transitional housing." Participants in the Support Group sign contracts with the shelter which include an agreement to work as well as to have a consistent bed and provide for them a locker to store their belongings. They are counseled by the Employment Services Program (ESP). The ESP, originally at the Long Island Shelter, is now operating at the Woods Mullen Shelter as well.

The Woods Mullen Shelter has been an important addition to the shelter community in Boston because it provides a convenient downtown location for working guests. Betty Washington points out, "It used to be a choice between working or getting a bed before the shelters filled up. Now people can do both." She says they encourage people to work by offering contracts so that people will have a bed to sleep in after a day's work. Also she emphasizes that the shelter staff encourage guests to address their problems and not just simply provide them with a bed for the night.

Betty adds, "This shelter is a unique service. It provides a lot of things for people who would not be served elsewhere. People need more than housing. They have a lot of problems and we must address them. We can't do everything but there's a lot we can do. Someday we hope we won't have to be here."



Betty Washington, Administrator of the Wood Mullen Memorial shelter receives recognition from Mayor Flynn for her dedication, commitment and compassions for homeless people.

Holding Program at Long Island Shelter

"Nobody thought it would work", said Ernestine "Ernie" A'Hearn, Coordinator for the past three years of the substance abuse "Holding Program" at the Long Island Shelter. Now, there are past participants from the program who return to the shelter to chair AA meetings and to help others who are currently staying at the shelter. "They're making solid recoveries," says Barbara Blakeney, Director of Clinical Services at the shelter. She adds, "You can put programs in big shelters and they work. People say big shelters are warehouses, but people will use resources to their advantage to get back on their feet."

A year ago, the Long Island Shelter was operating two similar programs for recovering alcoholics and other substance abusers, one that was part of a research study. Since then, the programs have been combined and provide services to 15 - 22 individuals at any given time. Guests participating in the Holding Program are people who are looking for the structure and support to remain sober, after going through a 5 day detox program, while awaiting placement in a halfway house. The waiting period for admittance to these programs can be as long as 95 days. This interim time is most challenging to the alcoholic who is attempting to maintain sobriety. In order to address the needs of the recovering alcoholic, the Long Island Shelter offers services which include daily Alcoholics Anonymous meetings, self help groups and individual sessions with a certified substance abuse counselor. Intensive case management is also provided to assure that participants get admittance to a halfway house or long term (28 day) detox program. One year ago 50 percent of the participants moved on to their next treatment site. This year that rate has risen to 70 percent.

More former shelter guests and graduates of the Holding Program are returning to the shelter to help others. Some have been sober for as long as two and a half years. Joan McMahon, Head Nurse for the Long Island Shelter, whose primary responsibility is for the substance abuse services at the shelter, says "Approximately 50 percent of the people in the Holding Program have not been in treatment prior to coming here. In the past two years, we've had 300 participants in the Holding Program."

"I never stopped being amazed and overjoyed at the recovery rate and success of the Long Island Substance Abuse Program. Never a week goes by without one of our graduates returning to chair a group or just to stop in and say 'Thank you! It works.' The joy of recovery is shared by the entire staff."

—Ernestine "Ernie" A'Hearn, LICSW, Coordinator
Long Island Shelter Substance Abuse/Holding Program

"In the many years I have worked in the field of chemical dependency, it has always been exciting to witness recovery. Witnessing recovery and the change of lifestyle begin at the shelter has been one of the most rewarding and satisfying experiences of my professional career."

—Joan McMahon, Head Nurse of Clinical Services
Long Island Shelter, Woods Mullen Memorial Shelter and Long Island Shelter at Court Street

Project Lighthouse

In January 1989, the Long Island Shelter received \$14,700 in McKinney funds to operate a nine month volunteer tutorial program in adult literacy. Known as Project Lighthouse, this successful program was given additional funding and recently has expanded to the Woods Mullen Shelter at Boston City Hospital. In the near future, the program will also offer English as a Second Language (ESL) to five guests.

Project Lighthouse is designed primarily for shelter guests whose reading skills are below a sixth grade level. However, some of the project's participants have higher skill levels but need to increase their competency for the Graduate Equivalency Diploma (GED) preparation course. There are two participants who have been in the program for close to two years and another five people who have been involved for nine months. Since last year, this group of students have been meeting weekly in addition to their sessions with their tutors. As a group, they have rewritten the orientation brochure for shelter guests so that more people will understand the rules at the shelter. They also use this time to study together and talk about their homelessness as well as offer support to each other. Amy Knudsen, Coordinator at the Woods Mullen Shelter,

says that the increased self esteem that people develop through tutoring and the group participation, gives them the strength to face other issues in their lives. Some of the participants are also in the Holding Program and continue their tutoring relationship through their next treatment step at a halfway house.

Besides the addition of an ESL program for 5 students, Project Lighthouse hopes to grow further. There are long waiting lists at Local Adult Basic Education (ABE) programs and the demand for these services continues to increase. Both the Long Island Shelter and Woods Mullen Shelter maintain waiting lists for Project Lighthouse.

“Long Island Shelter is fortunate to have an extraordinary staff of compassionate individuals. Each year this staff has said a vigorous yes to expanding both the number of beds and the development of guest social service programs. Our volunteer staff is equally exceptional for they too have always increased their energies in order to respond to this growing problem of homelessness. I continue to be humbled and energized by the commitment of paid and non-paid personnel at Long Island Shelter, Woods Mullen Memorial Shelter and Long Island Shelter at Court Street.”

—Deborah Chausse,
Assistant Director
Long Island Shelter

Employment Services Program

In just one year of operation, the Employment Services Program has expanded its services and is helping four times as many people as they were last year. The program is now working with guests at the Woods Mullen Memorial Shelter in addition to the Long Island Shelter. Charlie Yetman, the newest member of the Employment Services Program staff, works with an average of 40 employed guests in the program's Job Retention component at Woods Mullen Shelter. Last year, there were fewer than 20 persons getting assistance through Job Retention. Today, there are 70 participants engaged in contracts, at any given time, to work towards greater self sufficiency. Working individuals set up contracts with the Employment Services Program to get a guaranteed shelter bed, locker space for their belongings and a personal budget plan, which includes opening a bank account.

Since its inception, Carol Fabyan and Karen Feldman have been working with shelter guests who are currently employed or who are ready to begin employment. In addition to the 70 working guests who are given the support they need to remain employed, Karen and Carol have helped to place 45 guests in jobs and 10 more in vocational training programs. In the past year, they have had over 250 applications from shelter guests who want to work and have served approximately half of those who requested services. “It's not going to solve someone's problem just by getting them a job,” says Karen Feldman, “There are other issues which need to be addressed before someone is job ready.” Some guests have been referred to other services, such as substance abuse treatment, so that they may return when they are ready for employment.

The Job Retention component now includes support services relating to housing search. This portion of the program has served 236 working guests in the past year. Personally, Karen has helped 30 participants in the program to find permanent housing and she says that there have been many more guests who have found housing, independently of the ESP. Also, she has developed a pool of resources to help guests who are seeking permanent housing.

Additional support provided by the ESP which has helped people attain greater self sufficiency includes Alcoholics Anonymous meetings and peer support groups for working guests at the Woods Mullen Shelter. Carol Fabyan and Karen Feldman have initiated a follow up system in which they call people who have moved to permanent housing on a monthly basis. They check in with people to ask how they are doing and to offer extra support if necessary.

“In a year, we have found out how difficult it is to place homeless people with employers. It takes a lot to break through stereotypes, but it has been working out well for most of the people whom we have supported,” said Carol Fabyan.

Paul Sullivan Housing Trust

The Paul Sullivan Housing Trust was started in 1985 as a bequest of the estate of William Jenks. It was his desire that the funds bequested be used to establish permanent housing for homeless people from the Pine Street Inn. The trust was named after the late Paul Sullivan, who was the original Executive Director of the Pine Street Inn.

In the five years it has been operating, the Paul Sullivan Housing Trust has developed and continues to manage 11 lodging houses. These include 185 units of single room occupancy (SRO) housing for formerly homeless individuals. Eight of these are houses which have a variety of tenants, all of whom were homeless before they moved in. The other 3 buildings are called "program" houses, which have staff supervision for the tenants. Two of the program houses are for formerly homeless mentally ill people and the other is for recovering substance abusers. All of the houses offer tenants support services and case management. Many of the tenants are employed and simply need some support in making the transition from being homeless to having a permanent home.

In order to operate and manage the 11 houses, the Paul Sullivan Housing Trust has a staff of 34 people, including maintenance workers, administrative staff, live-in managers at the program houses, service coordinators and tenant managers. Most of the units are subsidized by either the state funded Chapter 707 or through the Section 8 program. All of the tenants are low income and therefore qualify for these subsidies.

Mark Baker, Director of the Paul Sullivan Housing Trust states, "We are planning to continue to develop permanent affordable housing for homeless people. We are the only group in town that develops permanent housing for the homeless." The trust accepts referrals from a variety of shelters in the area and maintains an active waiting list for tenants.



Two new permanent homes for formerly homeless people with mental illness, developed and supervised by the Paul Sullivan Housing Trust.



Richard Weintraub Director of Long Island Shelter

"I am nourished by the people I work with. We support each other. We're a strong, together, united team", says Richard Weintraub, Director of the Long Island Shelter. Richard has been Director of the shelter since March 1985. Prior to his association with the Long Island Shelter, he worked at the Pine Street Inn for 7 years.

Richard has learned a great deal in the 12 years he has been involved in working with homeless people. He has seen tremendous changes over this time. Back in 1978 when he worked on the 11-7 shift at the Pine Street Inn, he saw a very different picture of homelessness than what he sees today. In terms of the population, he feels it was a more homogeneous group of people who they would see at the shelter. "Those were simpler times. The issue wasn't as well known. It was a small group of people", said Richard. He adds, "There was no curfew at Pine Street, we had approximately 220 men every night who would come in and out during the night. They were primarily middle aged alcoholic men."

In 1980, Richard was promoted to a supervisory position in charge of the 3-11 shift at the Pine Street Inn. This was a busier shift. During this period he saw the homeless population changing. The number of people seeking shelter services increased in general and mentally ill persons seemed to be a significant portion of this rise. Also, housing prices were skyrocketing and the supply of single room occupancy (SRO) houses were shrinking. To meet new needs, the shelter began to expand its services and Richard was promoted in 1981 to the position of Administrator of Central Services. This included supervision of the nurses clinic, live-in staff, mainte-

nance, food service, transportation functions and laundry.

Richard's deep commitment to homeless persons and his years of experience brought him to the Director's position at the Long Island Shelter in 1985. In the five years he's been there, the shelter has grown from serving 200 people every night to a current total of 620 guests each evening at three different sites. Given a changing population with a wide variety of needs, the shelter now operates three sites offering a broad array of services. These include housing advocacy, job counseling and training, veterans' services, psychological counseling, literacy tutoring, health care, case management, and substance abuse counseling. "Every year we have expanded. We are responding to a crisis. It's a big thing — a national disaster", says Richard. He adds, "While we provide support services, we shouldn't exist because there are better services that can meet these needs. I have seen people suffering, not for weeks, but for years. Because of budget cuts, the outside systems are just not able to respond to the needs. However, we still advocate for those services."

"The Mayor's support and acknowledgement of this burgeoning problem keeps me here", says Richard. Additionally, he emphasizes the importance of the team of workers who keep the shelter operating. He says, "Everybody here, no matter what their job is, is important. They contribute to the overall effort. We push each other, struggle with each other and challenge each other to do the best we can do by the guests. We are constantly working to reach a higher level of efficiency and caring. I'm a big believer in 'people power'."

Richard says his management style is to emphasize the positive and to "... concentrate on what we're doing, but not get frustrated by what we can't do." He adds, "Instead of 'burning out', we 'burn on' because we have so much to do."



Senior staff of Long Island Shelter, Woods Mullen Memorial Shelter and Long Island Shelter at Court Street: (L to R) Amy van der Linde, Betty Washington, Richard Weintraub, Steve Sherill, Debby Chausse, Greg Miller, Peter Cavicchi, Jack Houle, Barbara Blakeney.

IX FEDERAL McKINNEY FUNDS IN BOSTON

In 1987, Congress passed the Stewart B. McKinney Homeless Assistance Act, the federal government's first comprehensive effort to address the needs of the nation's homeless. The Act created twenty separate assistance programs administered by several different federal agencies, including the Department of Housing and Urban Development (HUD), Health and Human Services (HHS), the Education Department (ED), the Department of Labor (DOL), and the Federal Emergency Management Agency (FEMA).

Last year, funding for the McKinney Act was significantly increased from about \$377.8 million in FY 98 to about \$540 million in FY 90. These funds have provided cities, states and non-profits with part of the funds needed to develop and implement a wide variety of programs and projects to begin to meet the immediate and long-term needs of the homeless.

McKinney Act funds have provided a big boost to the efforts of homeless providers in Boston. To date 114 non-profit organizations in Boston have received close to \$20 million in assistance under the McKinney Act, including more than \$13 million in this year alone. A list of the groups which have received funds is included in Appendix II. These funds have been or will be used to assist in the creation of 414 new emergency shelter beds, create or preserve over 140 permanent housing units and provide a wide range of new supportive services to help homeless families and individuals make a successful transition from homelessness to self-sufficiency.

Major projects assisted with McKinney Act funds include:

Emergency Shelter:

- the conversion of an unused laundry room at the Boston City Hospital into the new 160 bed Woods-Mullen homeless shelter for adults
- the expansion to 200 beds at the Shattuck shelter

Transitional Housing

- the Boston YWCA's new transitional housing program for homeless adolescent parents
- Bridge Over Troubled Water's new transitional facility in Brighton
- Bostonian Chambers two programs for homeless families
- the Paul Sullivan Trust rehabilitated the Bowditch School in Jamaica Plain to provide affordable housing for 35 individuals

Permanent Housing

- 114 new units of SRO housing for homeless persons, persons with AIDS and chronically mentally ill. These units are a key part of the City's recently announced "Room for More" campaign, an aggressive new initiative which will create or preserve 1000 SRO units over the next three years.
- 59 units of SRO affordable housing will be developed by the Vietnam Veterans Workshop for homeless veterans.
- McKinney funds are distributed through a complex variety of funding mechanisms and programs. The rules, application process, eligible projects and eligible activities for each program differ. Funds for some of the programs, (e.g., the Emergency Shelter Grant Program) are distributed directly to cities and states through formula allocations. Most of the funds are distributed through national competitions with non-profits either applying directly to a federal agency or applying indirectly through a state agency or public housing authority. In order to enhance the ability of Boston's non-profits to find their way through the McKinney thicket, the City's Public Facilities Department and Emergency Shelter Commission work very closely with the non-profit applicants, conducting workshops and providing technical assistance. The value of this cooperation is reflected in the success of Boston's non-profits in this year's national competitions: Boston received over \$13 million this year and was the **only** city to receive funds under all four of HUD's McKinney funding competitions. This cooperation between the city government and non-profits has served as a model for other cities and states in the United States.



McKinney Act Homeless Veterans Reintegration Project funds are awarded to the Veterans Benefits Clearinghouse and the Vietnam Veterans Workshop. Photo by Carmen Chan.

PROGRAMS FUNDED IN THE CITY OF BOSTON
UNDER THE STEWART B. MC KINNEY HOMELESS ASSISTANCE ACT

	FY '86 - 89	FY '90	Total
Emergency Shelter Grant Program (HUD)	\$1,507,291	\$1,304,000	\$2,874,291
Supplemental Assistance for Facilities to Assist the Homeless (SAFAH) Program (HUD)	\$1,000,000	\$259,000	\$1,259,291
Section 8 Moderate Rehabilitation (SRO) Program (HUD)	\$725,760	\$6,976,800	\$7,702,560
Transitional Housing Demonstration (HUD)	\$1,749,143	\$3,387,139	\$5,136,282
Permanent Housing for Handicapped Homeless Program (HUD)	\$99,484	\$375,013	\$474,497
Health Care for the Homeless (HHS)	\$1,021,377	\$700,000	\$1,721,377
Emergency Food and Shelter Program (FEMA)	\$401,484	\$257,071	\$658,555
Adult Education for the Homeless (DOE)	\$19,718	\$20,333	\$40,051
Homeless Veterans Reintegration Project (DOL)		\$84,000	\$84,000
TOTAL	\$6,524,257	\$13,363,356	\$19,887,613

X HISTORY OF HOMELESSNESS IN BOSTON

For over three centuries, since Boston's settlement in 1630, the city has responded to the needs of its homeless. Unlike the homeless of today who are families with children, Vietnam Veterans, the mentally ill, and the drug and alcohol addicted, people in that era were generally families who had suffered a personal tragedy. Community elders provided food and necessities for these families, and in 1675 the Massachusetts government began to provide for the care of families fleeing to Boston because of King Philip's War against the American settlers. This action was one of the first examples of government involvement to shelter people with no place else to go.

The following century was marked with periods of economic decline during which the number of people needing assistance increased. During the twenty-year span of 1730-1750 people found it increasingly difficult to support their families. Boston and many other cities established a "warning out" policy to prevent strangers from obtaining poor relief according to historian Gary Nash in the *Urban Crucible*, while at the same time the City opened a warehouse on Boston Common for able-bodied men and an almshouse for the ill, disabled, and aged. It was the City's intention to decrease the expense of relief for the poor by concentrating them in one place. The workhouse, for example, required men to chop wood for two hours in exchange for shelter.

Due to an economic boom after the American Revolution, the number of homeless poor, or "tramps," decreased. In 1837, the numbers once again increased as a result of a severe economic downturn that continued until 1842. Irish immigration which began in the late 1840s, brought increasing numbers of poor people to Boston. Historian Oscar Handlin in his book, *Boston's Immigrants*, wrote "the cost of poor relief expanded year after year."

During the later part of the 1800s, after the Civil War, Boston became an industrial center with a fluctuating unemployment level. As a result, the need for personal assistance fluctuated, as well. From 1870 to 1920, many private charitable institutions developed

to address the needs of Boston's poor. The Salvation Army (1905), The Merrimac Mission (now Kingston House, 1899), Women's Educational and Industrial Union (1877), and the Rufus Dawes Hotel (now Pine Street Inn, 1916) are a few examples of organizations which joined with the City government's Overseers of the Poor developed to aid the destitute. According to historian Alexander Keyssar, in *Out of Work*, a study of Massachusetts unemployment, "the number of tramps tended to increase dramatically during depressions and to diminish rapidly when jobs were more plentiful." Throughout the early and mid 1800s, the City provided temporary lodging in police station "tramp rooms." The homeless also stayed in the many lodging houses or at the City-run Hawkins Street Woodyard. According to Keyssar, similar to today's poor, quite frequently homeless families would double-up in order to pay the rent.

The next momentous point in history, the Great Depression, resulted in an unprecedented number of unemployed. The mayor at that time, James Michael Curley, increased public works programs to provide more jobs and held fundraisers to increase assistance for the poverty stricken. The New Deal, brainchild of President Roosevelt, provided federal relief to the elderly and to children, eventually decreasing the City's expenditures for poor relief. The passage of the Social Security Act in 1935 was a major turning point to help the elderly meet housing and other basic needs.

After World War II, the homeless were served by primarily private organizations. In 1961, Action for Boston Community Development (ABCD) prepared a report titled, "The Socially Unattached and Isolated Residents of Skid Row." This report researched and evaluated the inner workings of the programs established to help the homeless. It was at this point in time when the homeless were being removed from the Scollay Square area (Government Center) due to urban renewal.

The homeless were mainly single men — alcoholics, migratory workers, the elderly, and the disabled. Most of these people called the Pine Street Inn (Rufus Dawes Hotel), the Merrimac Mission, Morgan Memorial, and in dire circumstances, the hospital home. Families took shelter at the Chardon Street Temporary Home, operated by the City. Haley House, founded by a private religious organization was added to the list of homeless programs in the 1960s. Ten years later, in the mid 1970s, a number of shelters for battered women were developed. They were founded by groups of women who sought to protect battered women from physical and emotional abuse. There was also a need to provide shelter for homeless women and Rosie's Place, founded in 1974, was among the first shelters for women.

The 1980s became a decade of growing homelessness and ever developing awareness of the challenges of the homeless. The combined impact of federal cuts in programs for the poor, astronomical housing costs, and deinstitutionalization of mentally ill patients changed the face of homelessness. No longer strictly a problem of the alcoholic, homelessness was a problem of low-income families and the chronically mentally ill. Single women with children were and continue to be the fastest growing group of homeless victims in a changing economy and the declining interest of the federal government. Homeless American veterans join single women in a rapidly expanding constituency of the homeless. No one anticipated this change in the face of homelessness, nor did anyone anticipate the impact of these social ills. At the beginning of this trend, the response of both government and private organizations was sluggish due to unpreparedness.

Throughout the 80s, the immediate needs of a shelter bed, a hot meal, and health care were of grave concern. But today we realize that the long range opportunities for the homeless must be of major concern, as well. Affordable housing is the answer to a rapidly changing and rapidly growing homeless population.

In an effort to provide a safety net due to federal housing cut backs, states across this nation stepped in by filling some of the gaps. However, within the last

year, many of our Nation's more prosperous states, including, Massachusetts, experienced a fiscal slump. With fewer state dollars to support the needs of the homeless, a gaping hole has been left in the safety net supporting Massachusetts' homeless. Due to state budget constraints, recently the Commonwealth threatened drastic cuts involving the closing of several homeless shelters. In response to this, Mayor Flynn fought hard to make the state own up to its responsibility to the people, and threatened to sue the Commonwealth for neglecting their legal and moral obligation to the homeless. The state responded by restoring the shelter budget.

Two years after the Bush Administration stated that 1,000 points of light would make a difference, the numbers of homeless people living on the streets of America are growing every day. The federal government must decide that this is unacceptable and make the commitment to provide the necessary resources to end homelessness in our country.

XI APPENDICES

APPENDIX I. BOSTON SHELTERS FOR THE HOMELESS

Shelter	Neighborhood	Number of Beds								
		1983	1984	1985	1986	1987	1988	1989	1990	1991
Adult Shelters										
Day is Done	Fenway	—	12	12	12	12	12	12	12	12
Harbor Light Center	South End	37	37	37	35	35	35	38	38	42
Pine Street Inn	South End	350	350	350	350	350	350	390	390	390
St. Paul's (Pine Street Inn)	Dorchester	—	—	50	50	50	50	50	50	50
Fort Point	South Boston	—	—	—	—	300	300	300	300	300
Rosie's Place	South End	15	13	16	20	20	20	20	20	20
Shattuck	Jamaica Plain	120	100	100	100	200	200	200	200	200
Sancta Maria	South End	9	9	9	10	10	10	10	10	10
Kingston House	Downtown	—	—	—	—	60	60	60	60	60
Long Island	Harbor Islands	100	200	360	360	360	360	360	360	360
Woods Mullen Memorial	South End	—	—	—	—	60	60	160	160	160
Council of Elders	Roxbury	—	—	—	—	—	38	38	38	38
Night Drop-In/Positive Lifestyles	Downtown	—	—	—	—	60	60	60	60	60
Newton Armory/Positive Lifestyles	Newton	—	—	—	—	—	—	—	—	200
New England Shelter for Homeless Veterans	Downtown	—	—	—	—	—	—	—	—	100
Subtotal		631	721	934	937	1517	1555	1698	1698	2002

APPENDIX I.
BOSTON SHELTERS FOR THE HOMELESS

Shelter	Neighborhood	Number of Beds									
		1983	1984	1985	1986	1987	1988	1989	1990	1991	
Family Shelters											
Casa Myrna Vazquez Safe Homes	South End	25	25	25	15	25	25	25	25	25	
Mary Foreman	Dorchester	22	22	22	22	22	22	24	24	24	
FINEX House	JP/Dorchester	20	20	20	20	35	35	36	36	36	
Agnes Owens	Roxbury	—	—	30	50	50	50	—	—	—	
Boston Family Shelter	South End	35	35	35	28	28	28	28	28	28	
Crossroads	East Boston	—	—	35	35	35	35	35	35	35	
Salvation Army	Roxbury	15	15	15	18	18	18	19	19	19	
RMSC Family House	Dorchester	—	37	37	42	50	50	50	50	50	
Project Hope	Dorchester	20	20	20	20	20	20	20	20	20	
Sojourner House	Roxbury	20	20	20	20	20	20	20	20	20	
Temporary Home	Downtown	45	45	45	45	45	45	45	45	45	
Stone House	Jamaica Plain	18	18	18	18	18	18	19	19	19	
Harbor Me	East Boston	18	18	18	18	18	18	19	19	20	
Renewal House	Roxbury	9	9	9	9	9	9	13	13	15	
YMCA F.I.T.	Fenway	—	—	—	—	85	85	79	79	79	
Casa Myrna Vazquez Shelter	South End	—	—	—	—	—	—	15	15	15	
Saint Andrew's	Jamaica Plain	—	—	—	—	16	16	16	16	16	
Bostonian Chambers I	Dorchester	—	—	—	—	—	22	24	24	24	
Bostonian Chambers II	Dorchester	—	—	—	—	—	24	26	26	26	
Lifefhouse I	Dorchester	—	—	—	—	—	—	14	14	14	
Lifefhouse II	Dorchester	—	—	—	—	—	—	15	10	10	
St. Mary's Home	Dorchester	—	—	—	—	—	—	—	15	20	
Crittendon-Hasting House	Allston	—	—	—	—	—	—	—	12	12	
St. Ambrose	Dorchester	—	—	—	—	—	—	—	22	40	
Subtotal		262	299	364	375	509	540	542	596	612	

APPENDIX I.
BOSTON SHELTERS FOR THE HOMELESS

Shelter	Neighborhood	Number of Beds									
		1983	1984	1985	1986	1987	1988	1989	1990	1991	
Transitional Housing/S.R.O.s											
Parker Street	Downtown	50	50	50	50	50	50	50	50	50	
Parker Street West	Jamaica Plain	—	—	—	25	25	25	25	25	25	
Long Island (DMH)	Harbor Islands	—	—	—	42	42	42	42	42	42	
Family House I	Dorchester	—	—	12	12	12	12	12	12	12	
Family House II	Dorchester	—	—	—	—	—	18	18	18	21	
Horizons House	Mattapan	—	—	19	19	19	19	19	19	19	
John Leary House	South End	20	20	20	20	20	20	20	20	20	
Rosie's Place	South End	—	—	—	11	11	11	11	11	11	
Rosie's Place	Dorchester	9	9	9	9	9	9	9	9	9	
Stone House	Roxbury	—	—	—	—	46	46	46	46	46	
Sunderland House	Roxbury	—	—	—	—	35	35	—	—	—	
Boston Aging Concerns	Back Bay	—	16	16	16	16	16	16	16	16	
Boston Aging Concerns	Fenway	—	23	23	23	23	23	23	23	23	
Boston Aging Concerns	South End	—	—	—	—	—	30	30	30	33	
Paul Sullivan I	Dorchester	—	—	—	10	10	10	10	10	10	
Paul Sullivan II	Dorchester	—	—	—	—	10	10	10	10	11	
Paul Sullivan III	Downtown	—	—	—	—	—	—	16	16	16	
Morris Building	Harbor Islands	—	—	—	—	20	20	24	24	26	
Eliz. Stone House	Jamaica Plain	—	—	—	—	14	14	14	14	14	
Bridge House	Brighton	—	10	10	10	10	10	10	10	—	
Bridge Extension	South End	—	—	—	—	14	14	14	12	16	
Bridge-Eliot Complex	Brighton	—	—	—	—	—	—	28	30	31	
Operation Food, Inc.	Mattapan	—	—	—	—	—	—	10	10	10	
Renewal Center	Roxbury	—	—	—	—	—	—	10	15	15	
Casa Myrna Vazquez	South End	—	—	—	—	—	—	8	8	8	
STAIR	Mattapan	—	—	—	—	—	—	8	28	40	
Boston Againg Concerns	Back Bay	—	—	—	—	—	—	—	14	16	
Paul Sullivan IV	South End	—	—	—	—	—	—	—	15	15	
Paul Sullivan V	Jamaica Plain	—	—	—	—	—	—	—	45	45	
Paul Sullivan VI	Roxbury	—	—	—	—	—	—	—	20	20	
Paul Sullivan VII	South End	—	—	—	—	—	—	—	31	31	
Paul Sullivan VIII	Dorchester	—	—	—	—	—	—	—	12	10	
Friends of Shattuck	Dorchester	—	—	—	—	—	—	—	12	12	
Boston YWCA	Dorchester	—	—	—	—	—	—	—	20	20	
Friends of Long Island	Jamaica Plain	—	—	—	—	—	—	—	9	9	
Dorchester APAC	Dorchester	—	—	—	—	—	—	—	24	24	
Second Home	Roxbury	—	—	—	—	—	—	—	18	21	
Paul Sullivan IX	Back Bay	—	—	—	—	—	—	—	—	27	
Harbor Lights Center	South End	—	—	—	—	—	—	—	—	25	
Subtotal		79	128	159	247	386	434	514	759	799	
TOTAL		972	1148	1457	1559	2412	2529	2754	3043	3422	

Appendix II

Stewart B. McKinney Act Awards to Boston

Action for Boston Community Development	\$ 32,986
AIDS Action Committee	\$ 11,500
Allston/Brighton APAC	\$ 4,500
American Red Cross	\$ 27,827
BCH Food Pantry	\$ 8,753
Boston Children's Service Association	\$ 1,500
Boston Citywide Land Trust	\$ 1,040,400
Boston Housing Authority	\$ 725,000
Boston Family Shelter/Shelter, Inc	\$ 51,050
Boston Indian Council	\$ 11,352
Boston University/Sponsored Programs	\$ 5,233
Boston YWCA	\$ 575,175
Bostonian Chambers	\$ 395,125
Bridge Over Troubled Waters	\$ 363,165
Cape Verdean Community House	\$ 21,691
Cardinal Cushing Center	\$ 6,773
Casa Myrna Vazquez	\$ 483,303
Catholic Charitable Bureau	\$ 43,998
Catholic Charities	\$ 105,000
Centre House	\$ 30,000
Charles Street African Methodist Episcopal Church	\$ 3,035
Church of God of the Prophecy	\$ 18,094
Church of the Advent	\$ 6,300
Church of Covenant Food Cupboard	\$ 2,950
Church of the Holy Spirit Food Bank	\$ 7,516
City Mission Society	\$ 14,130
Codman Square Health Center	\$ 5,500
Columbia Point Neighborhood Service Center	\$ 1,000
Council of Elders	\$ 6,694
Crittendon Hastings House	\$ 53,000
Crossroads Family Shelter	\$ 24,427
Dorchester Temple Baptist Church	\$ 5,300
East Boston APAC	\$ 9,401
Ecumenical Social Action Committee	\$ 4,000
El Centro Cardenal	\$ 3,067
Elders Living At Home	\$ 17,750
Eliot Church of West Roxbury	\$ 5,026
Elizabeth Stone House	\$ 391,800

Family Housing Services	\$ 50,000
Federated Dorchester Houses	\$ 4,600
Finex House, Inc.	\$ 226,524
Friends of Shattuck Shelter	\$ 5,000
Fuller Street.	\$ 150,000
Grace and Hope Mission, Inc.	\$ 4,300
Greater Boston Legal Services	\$ 49,000
Haitian Multi-Service Center	\$ 5,817
Haley House	\$ 5,024
Harbor Light Center	\$ 26,377
Harvard Street Neighborhood Health Center	\$ 19,755
Health Care For The Homeless	\$ 1,721,377
Horizons House	\$ 4,000
IBA	\$ 673,200
Jamaica Plain APAC	\$ 31,070
Jobs and Community Services	\$ 156,000
John Leary House	\$ 300
Julie's Children's House	\$ 300
Kennedy Family Service Center	\$ 7,881
Kit Clark Senior House	\$ 3,687
Laboure Center	\$ 19,673
Lifehouse	\$ 195,000
Log School Family Education Center	\$ 4,000
MAMLEO Food Pantry	\$ 1,500
Mass. Coalition for the Homeless	\$ 81,000
Mass. Halfway Houses, Inc.	\$ 6,898
Mt. Calvary Holy Church.	\$ 2,524
My Sister's Place.	\$ 40,368
Neighborhood Action, Inc.	\$ 12,756
Nuestra CDC	\$ 1,101,600
Operation Food.	\$ 79,800
Our Savior's Lutheran Church.	\$ 5,000
Parker Hill/Fenway NSC	\$ 11,001
Paul Sullivan Trust	\$ 99,484
Peaceful Movement Committee, Inc.	\$ 1,500
Pine Street Inn.	\$ 5,075,623
Place Runaway House	\$ 5,000
Positive Lifestyles	\$ 575,800
Pregnancy Help (Archdiocese of Boston)	\$ 8,119
Project Hope.	\$ 71,792
Project Lighthouse at Long Island	\$ 40,051
Project Place.	\$ 34,813

Renewal House	\$ 170,950
Roxbury Action Program	\$ 1,881
Roxbury Children's Program	\$ 3,920
Roxbury Multi-Service Center	\$ 89,500
STAIR	\$ 20,000
Salvation Army — Boston Central Corps	\$ 8,769
Salvation Army — Roxbury Corps	\$ 61,996
Second Home, Inc.	\$ 92,000
Senior Homecare	\$ 5,501
Shattuck Shelter	\$ 34,588
Society of St. Vincent de Paul	\$ 8,326
Sojourner House	\$ 98,993
South End Neighborhood Church	\$ 1,876
Southwest Boston Community Services, Inc.	\$ 11,654
St. Ambrose Shelter	\$ 2,160
St. Andrew's Family Shelter	\$ 29,806
St. Catherine of Siena Food Program	\$ 5,200
St. Francis House	\$ 37,279
St. John's Episcopal Church	\$ 2,534
St. Joseph's Neighborhood Food Program	\$ 14,954
St. Paul's Cathedral	\$ 1,500
St. Phillips Parish/Warwick House	\$ 1,500
STAIR	\$ 20,000
Tabernacle of Prayer Apostle, Inc	\$ 3,225
Traveler's Aid Society	\$ 61,207
United South End Settlements	\$ 27,221
United Way of Mass. Bay	\$ 4,094
Urban Revival	\$ 29,000
Vietnam Veterans Workshop	\$ 3,610,800
Vinfen	\$ 375,013
Women's Lunch Place	\$ 9,500
Women, Inc.	\$ 19,000
Woods Mullen Memorial Shelter	\$ 275,000
YMCA/Families in Transition	\$ 42,113
Zion Day Care	\$ 2,524
GRAND TOTAL	\$ 19,692,613

APPENDIX III

STATE OF HOMELESSNESS

IN

THE CITY OF BOSTON

WINTER 1989-90



EMERGENCY SHELTER COMMISSION

ANN MAGUIRE, EXECUTIVE DIRECTOR

REVEREND BERNARD MCLAUGHLIN, (CHAIR) CROSSROADS FAMILY SHELTER

RICHARD RING, PINE STREET INN

MICHAEL MCGUIRE, HOMELESS PERSON

BARBARA BLAKENEY, REGISTERED NURSE

DAVID TRIETSCH, PUBLIC FACILITIES

MANAGEMENT INFORMATION SYSTEMS

ALLAN K. STERN, DIRECTOR

Introduction

For the past four years, Boston has overcome many obstacles to fulfill its commitment of a warm bed, a hot meal, quality health care and transportation to shelter every homeless person in need. However, the current state budget crisis hits the most needy so hard that this challenge has become most formidable.

The Metro-Boston region of the Department of Mental health has sustained almost \$10,000,000 in funds cuts at a time when the shelter providers are concerned with the increasing number of homeless people with severe mental problems.

“The cuts in the Department of Mental health budget will have a devastating effect on mentally ill people and will undoubtedly cause more of them to become homeless. Shelters which are already overburdened will become unsafe and chaotic, forcing some homeless people to instead choose the streets.”

Richard Ring
Pine Street Inn

The Homeless mentally ill people who wander the streets of Boston by day and sleep in our shelters at night are a tragic reminder of the failed policy of de-institutionalization and the current lack of quality mental health care and treatment for drug abuse.

“More than half of the 520 homeless people that stay at Long Island and Boston City Hospital are overwhelmed with mental health problems that cannot be adequately treated in emergency shelters. Individual providers agree that 50-60% of the men and 90% of the women have mental health problems.”

Richard Weintraub
Long Island Shelter

“We have observed incidents of increased substance abuse in our various outreach and shelter programs among homeless adults. This is particularly true among the younger homeless population.”

James Viola
Exec. Director,
Positive Life Styles

This Years Census

HISTORY

This first census of Boston's homeless population was in 1983 by six volunteers working over a period of two weeks. The study was the city's first attempt to identify the size of the street problem associated with homelessness. Flawed by it's design, the count was not particularly accurate but it's purpose was correct and as a result it inspired later projects which provided a clearer picture of the scope of the homeless population in the City of Boston. This year's study has grown to include over one hundred volunteers working with the coordinated efforts of a dozen government agencies and dozens of non-profit service organizations.

Mayor Flynn has directed appropriate city agencies and sought help from outside service providers to conduct the census for the last four years. He has stated that the importance of the study should not be diminished by time and as a result, the city will continue to conduct it annually.

PURPOSE

It is the experience of many expert observers that government agencies are rarely prepared to address important service delivery matters when they are not aware of the scope of the problems they are confronting. The homeless problem is one such issue. Prior to conducting our first study, some estimates varied by as much as ten thousand people. With these "guesses" the city could not adequately prepare for the necessary shelter space, medical attention, food and transportation resources for the homeless population within it's borders.

Since the census' inception, Mayor Flynn has made a commitment that no individual in the City of Boston will go without a bed in a warm place, food and quality medical care.

METHODOLOGY

The Shelter Population

Approximately one month prior to the actual census taking, Boston's Emergency Shelter Commission mailed an advisory to all of the city's public and private shelter providers to inform them of the study. These letters were succeeded by follow-up telephone calls. They are told which day the census will be taken (a day expected to be cold enough for those homeless to seek refuge in a shelter), how the survey will be conducted and request volunteers. They are asked to tabulate the population of the shelter on the night of the count. The City's Emergency Shelter Commission telephones each shelter on the day following the count to calculate the total from the previous night/morning.

The Street Population

The City is divided into thirty-eight separate entities for the purpose of the census. The areas are created as such so that they are small enough to be thoroughly covered by foot. To ensure that the volunteers have a list of possible “homeless places to stay” in each area, a questionnaire is distributed in advance to a variety of resources including, but not limited to neighborhood representatives, individuals who work with the homeless, etc. These people provide the city with crucial information which identify specific areas where homeless people have been known to frequent. These designations can be as large as the end of a subway station or as small as under a box in an alley. The City makes sure that all of these identifiable areas are closely monitored during the evening.

The only exception to the strategy identified above is that some of the teams travel by car. These are areas of the city where there have historically been few homeless individuals identified or where walking is virtually impossible (like large residential neighborhoods like West Roxbury). In such cases, volunteers get out of their vehicle and conduct the census by foot in business communities which have a higher likelihood of homeless individuals.

All walking teams receive Walkie-Talkies to facilitate communication during the evening. This is required to guarantee the volunteers safety and to call in for shelter pick-ups for homeless individuals unaware of transportation pick-up locations throughout the city.

The Volunteers

Volunteers are recruited from the various shelters throughout the city and city employees who work with the homeless routinely. This is an important element of the process because people who work with this population can help us avoid stereotyping which is often associated with homelessness. Volunteers usually work about two hours in the early morning. We conduct the study at this time in order to ensure that businesses or other places of temporary refuge (like the MBTA) are closed. Also, the study is conducted early in the week, as there seems to be less foot traffic at this time.

Volunteers are always asked to wear warm clothing inasmuch as the time of the census is selected based on the belief that it will be cold enough to identify the population that is exposed to the elements and readily in need to temporary shelter. This year the temperature dropped well below freezing.

Volunteers are asked to denote people by the following identifiable factors:

1. Is the individual definitely or possibly homeless?
People who have a place to go often appear to. If it is unclear in specific situations, volunteers are asked to record these individuals as “possible.” The city includes people listed as “possible” in the count presented in this document.
2. Is the individual a man, woman or child?
Since gender and age difference often require different services, this observation is important.
3. Is the individual in need of medical attention?
Boston City Hospital provides service to indigent patients as a matter of course.
4. Does the individual need transportation to shelter?
While vans comb the city at night, some individuals may be unable to find a ride or may be unaware of these services.

Volunteers are requested not to ask individuals anything other than the questions raised above. It is not the city's intent to violate anyone's right to privacy. Our expressed purpose is simply to determine the size of the homeless population in Boston. As a result, this study is conducted with complete anonymity.

ADULT SHELTERS

	Winter 1988-89		Winter 1989-90	
	Male	Female	Male	Female
Pine Street Inn	657	121	675	107
Long Island	309	40	298	55
Parker St. West			14	11
Parker St. Central	29	15	30	20
Rosie's Place		20		20
Shattuck Shelter	155	23	146	18
Harbor Light	25	4	.	.
Boston Night Center	51	9	58	9
Sancta Maria		10		5
Woods Muller at BCH	119	54	148	60
Positive Lifestyles Newton*	45		184	
TOTALS:	1390	296	1553	305

The overflow shelters at the Newton Armory, (*) which has been relocated from the Braintree Armory, and smaller locations had only been open since December 1st, and the Woods Mullen Shelter at Boston City Hospital had only been opened for five weeks

prior to the city's census count. As a result the number of individuals in these facilities can be expected to increase based on the awareness among the homeless population of the shelters as well as the transportation availability to these sites.

*closed for renovations

THE POPULATION OF THE STREET

	Winter 1988-89			Winter 1989-90		
	Male	Female	Children	Male	Female	Children
Street count	145	29		128	29	
TOTALS	145	29		128	29	

There were one hundred and fifty seven individuals found on the streets of Boston on the night of December 18th, 1989. This count is a slight decrease from the one hundred and seventy four individuals counted in December of last year. Obviously the street population is a mobile one, and while all steps were taken to limit double counting, there may be some inherent error factor associated with counting this particular population. Of course at two o'clock in the morning there are few, if any, individuals on the street at all. Therefore any potential implied or real error associated with the street count is invariably small.

The fluctuation of the homeless population from the streets to available shelter is closely associated with weather. As stated previously, the weather on the evening of the count was extremely cold, and

had been so for approximately one month. Last year the study was conducted on the first cold night of the winter. Warmer nights would naturally result in a larger street and smaller shelter population. In 1986 we conducted the study twice due to the unseasonably warm weather that evening. As expected, the street population swelled by approximately five times on the evening of the count.

We were pleased that no children were identified as homeless during the street count. But twenty-nine or 18.5 percent of the street population were women.

The Pine Street Inn's 782 people account for almost half (46%) of those counted in adult shelters in the city. This year, as part of the Winter Plan, Positive Lifestyles is operating the Newton Armory and other smaller shelters in the Greater Boston Area.

FAMILY SHELTERS

	Winter 1988-89			Winter 1989-90		
	Male	Female	Children	Male	Female	Children
Boston Family Shelter		10	18	1	10	17
Bostonian Chamber		24	36		24	35
Crossroads	2	10	21	2	10	18
Temporary Home		16	19		8	23
Project Hope		8	12		7	11
Roxbury Corps	1	5	12		4	11
Sojourner House	2	4	11	2	4	13
FIT		22	54		22	37
St. Andrews Shelter	1	6	12		7	13
St. Ambrose Shelter				1	11	15
Lifeshouse	1	5	5		10	19
St. Mary's Home					14	
Crittendon-Hastings House					14	6
TOTALS	7	110	200	6	145	218

In 1989, the largest growth in shelter beds other than overflow shelters was among family shelters. Specifically, as you can see by the chart on the previous page, the increase in occupancy of Lifeshouse is related to the development of an additional shelter.

Since there were no observations of homeless children on the street, we assume that the children have been cited in either permanent housing (BHA) or at other shelter categories listed later like "Women in Crisis" shelters.

DETOX

	Winter 1988-89		Winter 1989-90	
	Male	Female	Male	Female
Boston Alcohol	42	3	37	13
River Street	8	2	10	4
Andrew House	16		15	3
Dimock Detox	7	2	10	10
STAIR	27	4	31	5
Bridgewater	118		90	
Tewksbury	49	11	44	35
TOTALS	267	11	237	35

HOSPITALS

	<i>Winter 1988-89</i>		<i>Winter 1989-90</i>	
	<i>Male</i>	<i>Female</i>	<i>Male</i>	<i>Female</i>
Boston City Hospital	4		11	1
Massachusetts General	1		1	
TOTALS	5		12	1

While other provisions for shelter space in the hospital community appear in other sections, this count identifies the size of the homeless population seeking medical treatment on the evening of the count.

ADOLESCENT SHELTER

	<i>Winter 1988-89</i>		<i>Winter 1989-90</i>	
	<i>Male</i>	<i>Female</i>	<i>Male</i>	<i>Female</i>
Bridge	14	10	2	1
Place Runaway	3	5	3	4
Boston Adolescent	4	4	4	4
TOTALS	21	19	9	9

The number of youth has decreased because of the opening of the new Bridge Elliot Complex, a transitional housing program, currently sheltering eight men and eight women.

WOMEN IN CRISIS

	<i>Winter 1988-89</i>		<i>Winter 1989-90</i>	
	<i>Male</i>	<i>Female</i>	<i>Male</i>	<i>Female</i>
Case Myrna (includes all four programs)	32	62	32	27
FINEX	7	11	11	15
Harbor Me	2	2	7	4
Renewal House	6	12	7	12
Elizabeth Stone House	23	27	14	11
TOTALS	70	114	71	69

The marked decrease in the Elizabeth Stone House is attributed to the transition of several large families to permanent housing the previous week. In addition, the decrease in the number of children at Casa Myrna is due to renovation of the large family shelter areas. During the renovation only single women are staying there.

MENTAL HEALTH FACILITIES

	<i>Winter 1988-89</i>		<i>Winter 1989-90</i>	
	<i>Male</i>	<i>Female</i>	<i>Male</i>	<i>Female</i>
Mass. Mental Health/ Fenwood Inn	34	16	35	15
West Rochester	10	9	42	18
Lindemann	17	11	43	19
Solomon Carter Fuller/ Dorchester	23	11	36	18
Boston Campus	85	31	45	20
Bay Cove M. H.	18	4	28	11
Bay View Inn	26	14	32	10
TOTALS	213	96	261	112

- West Rochester has now merged with Mass. Mental Health.
- Dorchester and Fuller Inn are now part of Solomon Carter Fuller Mental Health Care.
- Fuller Inn is now named the Boston Campus.

As stated in most studies of homelessness, one of the chief reasons for the problem is deinstitutionalization. While many who are homeless go untreated and live outside the institution, over 373 were being treated in mental health facilities at the time of the count. Many of the adult shelters discussed previously shelter deinstitutionalized patients.

TRANSITIONAL SHELTERS

	Winter 1988-89			Winter 1989-90		
	Male	Female	Children	Male	Female	Children
Horizons House		5	9		6	12
Family House	6	6		17	16	
Shattuck Transitional				12		
Kingston House	20	8		13	6	
Women, Inc.		25	10		22	9
TOTALS	26	44	19	42	50	21

Family House now has two locations.

OTHER

	Winter 1988-89			Winter 1989-90		
	Male	Female	Children	Male	Female	Children
Pilgrim Theater	65			25		
DPW Hotel/Motel	11	103	188	16	208	248
TOTALS	76	103	188	41	208	248

As the weather becomes colder, awareness of shelter availability increases. Last year's census was conducted on the first cold night of the winter season, which accounts for the high number of homeless who sought refuge in the Pilgrim Theatre. Since this year's census was conducted after an extended cold period, many homeless moved to adult shelters, which accounts for the numbers of people at the adult shelters.

TOTALS

	Winter 1988-89			Winter 1989-90		
	Male	Female	Children	Male	Female	Children
Street Count	145	29		128	29	
Adult Shelters	1390	296		1553	305	
Family Shelters	7	110	200	6	145	218
Detox	267	15		237	55	
Hospitals	5			12	1	
Adolescent Shelter	21	195		9	9	
Women In Crisis		70	114		71	69
Mental Health Facilities	213	96		261	112	
Transitional Shelter	26	44	19	42	50	21
Other	76	103	188	41	208	248
TOTALS	2150	782	521	2289	985	556
GRAND TOTALS		3453			3830	

